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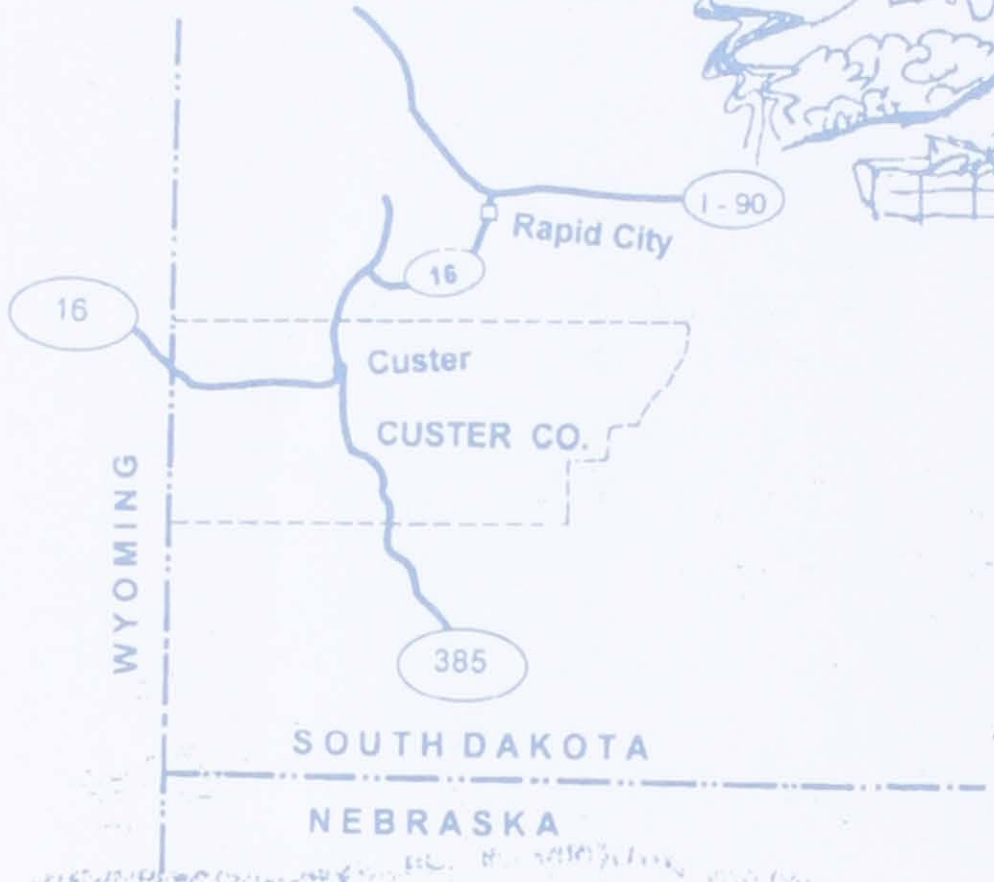
Collaborative Planning:
Cases in Economic and Community Diversification



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Collaborative Planning:

Cases in Economic and Community Diversification

William K. McAllister and
David Zimet

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November 1994

Abstract

This report presents twelve case studies on collaborative planning located in all regions of the nation, with one-half from the Northwest. In all cases the process of collaboration was directed towards diversifying local economies that historically have been dependent on resource production, particularly timber. Most communities simultaneously directed efforts at improving the quality of community life as well as the number of jobs. This report also includes ecosystem considerations.

Key Words: collaboration, community planning, rural development, community development, tourism

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CHAPTER ONE:
INTRODUCTION

In April of 1993, the USDA Forest Service's Cooperative Forestry Staff, located in Washington, D.C., organized a national workshop in Huntsville, Alabama, concerning the subject of collaborative community planning in forest-dependent settings. The purpose of the workshop was to involve invited representatives from local governments in discussions intended to refine and sharpen the Forest Service's approach to rural community assistance. Related to this effort, Congress's new initiatives in the 1990 Farm Bill, combined with those of the Cooperative Forestry Assistance Act of 1978, give clear direction to the Forest Service to be more assertive concerning assistance to forest-dependent communities. (The former is major, recurring legislation expressing Congress' agricultural and rural development policy. The latter amplifies Federal policy toward non-Federal forest lands. For the purposes of this report, grant assistance administered by the Forest Service and authorized under either law that is directed to helping rural areas diversify their economies will be referenced under the more general rubric of "1990 Farm Bill.")

The workshop in Huntsville is an acknowledgment by the Forest Service of the importance of the economic well-being of forest-dependent communities. Because of changes in Federal legislation and policy, timber harvests in many national forests have declined in recent years. The decline in harvest, along with other factors, has caused loss of jobs and wages for those involved in timber harvest as well as those in wood products industries and

in industries that supply goods and services to the timber industry. In addition, local governments have been impacted by the loss of revenues from the Forest Service that are tied to timber sales, and by the loss of tax revenues from the timber and ancillary industries. The question for the Huntsville conferees was how the agencies and the communities could work together.

The workshop concluded with proposals directed at facilitating a greater role for the participants in local economic and community assistance. One of these actions, to investigate lessons to be learned from communities making exemplary efforts in economic diversification, is the subject of this report. During the focusing process, discussions considered the advisability of finding the "one best way" for the Forest Service to assist local communities in need. Some hoped that a model for economic diversification might be found because rural development efforts have a long history throughout the world. Conversely, others suggested that generalizing is inappropriate because each rural community's situation is uniquely dependent on its geography, politics, local resources, and the local area's people and culture. An approach between these extreme positions seemed intuitively logical, and field work appeared to be the place to start. What was needed first were some real cases to document strategies and techniques used in rural economic diversification, especially, but not exclusively, in forest-dependent situations.

The method used to select candidate communities for field visits was simple and direct: rural community development specialists within various Forest Service field offices were contacted for a short list of their favorite "success" stories. We found Forest Service specialists to be extremely knowledgeable and helpful, and their impressions about success were confirmed during field visits. Their knowledge came from close working relationships with local leaders during the grant application process. Conversely, the literature search for this project

(Appendix C) found little research on relatively recent local economic diversification case studies, and even fewer works on forest-dependent situations that might help with this site selection process. There are numerous Environmental Impact Statements (EIS's) required by the National Environmental Policy Act of 1970 (that assess the impacts of proposed major Federal actions. Since the Forest Service is responsible for managing over 191 million acres, many EIS's are generated by the Forest Service, and most are site specific. EIS's are required to confront social and economic impacts, as well as biophysical ones. But the EIS track record in this indirect impact analysis is spotty at best (EIS's only disclose impacts and discovering success stories is not part of the process). Thus, the Forest Service field office rural specialists' working knowledge formed the best basis for site visit selection. That information was supplemented by conversations with other agency personnel and by conversations with leaders in candidate sites before travel plans were finalized.

The reader is in the best position to extract from the following case studies what might be useful, and if more information is needed, a list of contacts by area can be found in Appendix A. Appendix B holds both a compilation of selected statistics related to population, and graphs of timber harvest levels on the closest National Forest during the period of 1980–1992. At this stage of research, a sourcebook with observations by the principal authors (found in Chapter Three) is what is presented here. Perhaps this document will generate additional ideas for future research.

The authors acknowledge invaluable assistance from university officials in each respective site for the understanding associated with any research project requiring unusual amounts of travel time. Some special assistance came from Alabama A&M University's Department of Community Planning and Urban Studies, and its Center for Urban and Rural Research. Foremost appreciation is extended to J. Lacy Landers for editing, and graphic and

textual design. The charge was to make the message more "reader friendly," and we think the product speaks for itself. Graduate Assistants for the project were Gayatri Medury and Earnest McDonald. Ms. Medury was with the project from beginning to end and was always there when needed. Mr. McDonald joined toward the end to help hatch the final product. Within the faculty, Professor Chukudi Izeogu helped to get us started and occupied the position of back-up in case one of us could not make a trip. Fortunately, we were able to make all the planned travel. Lastly, two persons added to this research, even though they were not part of the original plan. Graduate student Stan Johnson, who interrupted a career to return to full-time studies, traveled to Custer, South Dakota, on another project and was able to prepare that case. The Harwick, Vermont, case was made possible by a chance meeting with its eventual author, Mary Chapman. The three of us participated in a Forest Service workshop in Ithaca, New York, in early June 1994, and the additional case was discussed and added to make an even dozen.

Throughout our travels, which happened without incident, we followed logistical suggestions by those individuals given special note in Appendix A(**). At the Washington, D.C., Office of the Forest Service, we are indebted to Ruth McWilliams, Acting Director of the Cooperative Forestry Staff, who first conceived of the workshop that was held in Huntsville; to Susan Odell, who oversaw the workshop; and to John Nordin, natural resources planner, who was the key contact for this project.

- William K. McAllister

- David Zimet

CHAPTER TWO:
CASE STUDIES

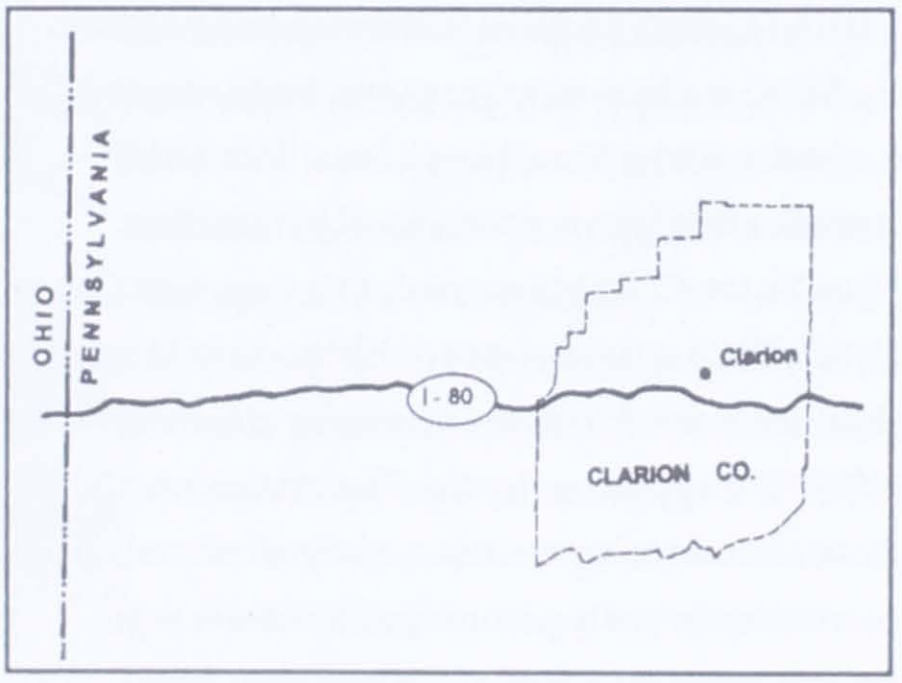
CASE 1

CLARION COUNTY, PENNSYLVANIA

Background

Clarion County is located in the western and most forested region of Pennsylvania. The Allegheny National Forest, the State's only national forest, is located to the north of the county. The forests in this region grow hardwoods such as oak, walnut, cherry, maple, and beech, and softwoods such as pine and hemlock. The city of Clarion, the county's seat of government, lies along Interstate 80, 81 miles east of Youngstown, Ohio, 90 miles northeast of Pittsburgh, and 96 miles southeast of Erie, Pennsylvania.

The local resource base of Clarion County consists of lumber products, coal mining, and petroleum products. Along the northeast border of the county and immediately south of the national forest is Cook Forest State Park, designated a National Natural Landmark for its small remaining

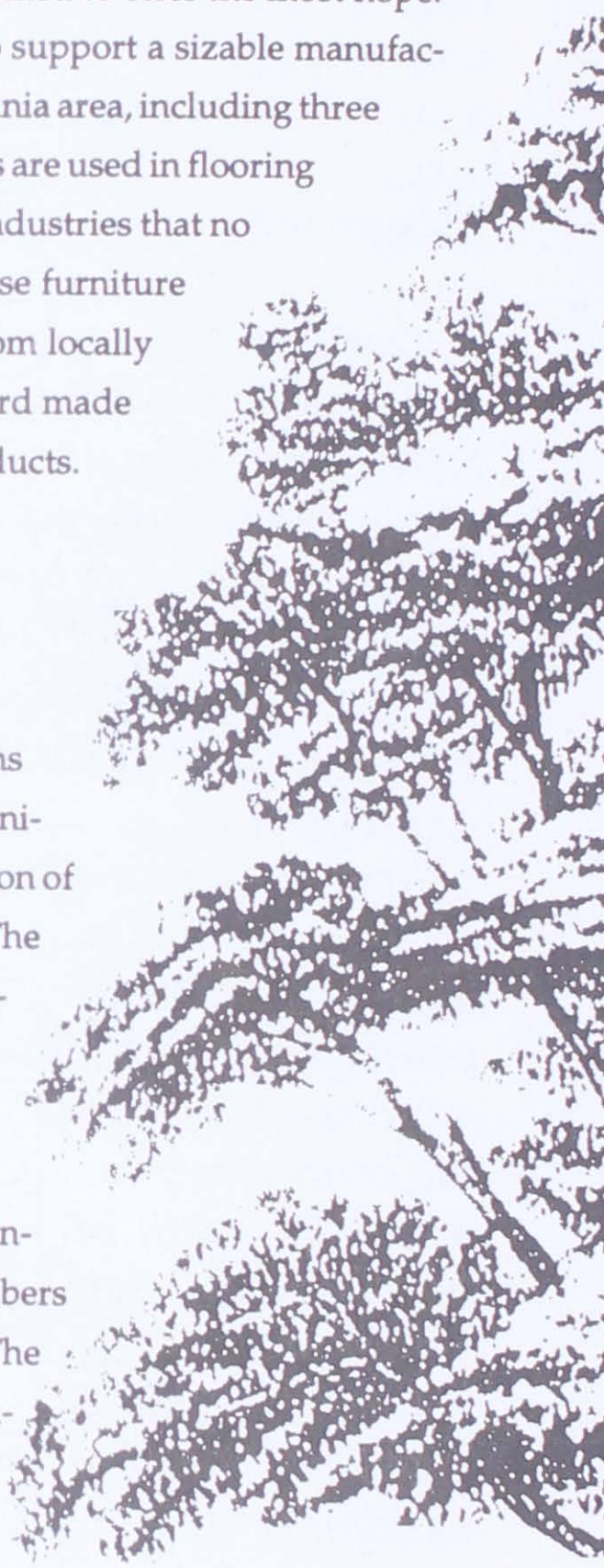


virgin softwood forest and natural beauty. In this area, John Cook established a lumber dynasty in the 1830's that left a dominant mark on the region's economy even to the present time. Within 70 miles of Clarion, there remain over 250 active sawmills and logging operations. In the early 1980's, Clarion County ranked 8th in coal production and 12th in petroleum production out of the State's 67 counties.

Of the three natural resources on which the area historically depended, wood seemed to offer the most hope.

A sharp decline in production within the State's coal and oil industries in the early 1980's forebode impending economic decline for Clarion County. For example, a local anthracite coal surface mining firm dropped from a high of 1,000 employees in the late 1970's to 125 in 1994. Of the three natural resources on which the area historically depended, wood seemed to offer the most hope.

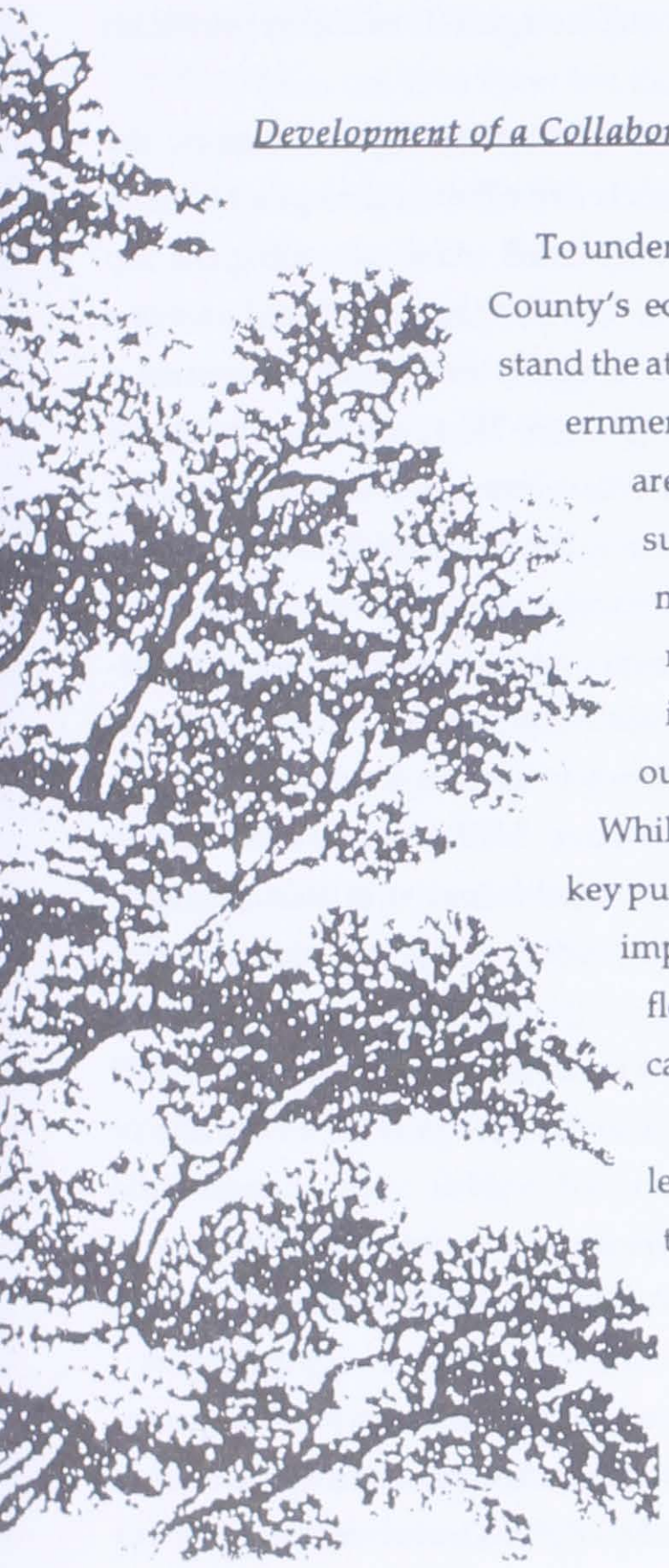
The availability of softwood timber helps to support a sizable manufactured housing industry in the western Pennsylvania area, including three firms located in Clarion County. The hardwoods are used in flooring and provide veneers for widespread furniture industries that no longer use solid wood due to its high cost. These furniture manufacturers glue the high quality veneers from locally grown oak, cherry, and walnut trees to fiberboard made primarily from ground-up softwood waste products.



The Collaborative Organizations

Three economic development organizations have been created by Clarion County. These organizations grew from local public officials' recognition of the need to plan for economic diversification. The Clarion County Industrial Development Authority (IDA) is a five-member public body granted authority under State law to issue Industrial Revenue Bonds in furtherance of job creation. The Clarion County Economic Development Council (CCEDC) is an advisory public body of 11 members that generates ideas for economic diversity. The CCEDC is appointed by the Clarion County Commission to involve a wide variety of citizens in economic diversity planning. They meet regularly as a group and within three subcommit-

tees: natural resources, education, and tourism. The Clarion County Economic Development Corporation (CCEDCorp), a private nonprofit Section 501(C)(3) organization, assembles public and private funding for specific development projects. In addition, the four-county Magic Forests of Western Pennsylvania Tourism and Travel Bureau helps market an area centered east-west along Interstate 80. The first three organizations share an office with one full-time professional staff person and a secretary. The recent efforts of these three organizations and their staff to locally grow an industry that makes a relatively new product, medium density fiberboard (MDF), are the subject of this case study.



Development of a Collaborative Planning Process

To understand the collaborative potential of Clarion County's economic development efforts is to understand the atomized nature of Pennsylvania's local government structure. In Clarion County alone, there are 22 townships, each governed by 3 elected supervisors, and 13 boroughs, governed by a mayor and council. These separate governments entrust the County Commission and its appointees with creating and carrying out their collective vision of quality growth. While creating economic development ideas is a key purpose of the CCEDC, strategic planning and implementation are done through the more flexible arm of the private CCEDCorp that can receive private as well as public funds.

If new jobs were to be created, the county leaders knew they must wrestle with the question of resource dependence — how much dependence on timber is too much? Unlike many parts of the National Forest System, the Allegheny National Forest is still a relatively consistent producer of wood. Additionally, there are ample State and private forests. In fact, 70 percent

Industrial recruiting can become expensive and, more often than not, frustrating.

of Clarion County is still forested. If only local timber harvests could be evened out, dependence on wood products would not be unreasonable in the near-term. In that context, the CCEDCorp knew that much wood residue from local industries was not being used, and, in fact, was being added to landfills or taking on-site space. In 1984, the group pursued the idea of recruiting an industry that would use the region's wood residue. There were several possibilities, including fiberboard made from softwoods, particle board, and two new products, oriented-strand board and MDF. To clarify the options, a feasibility study was commissioned for $20,000 in 1985. The consultant concluded that Clarion County's wood residue included sufficient hardwood waste to consider MDF, a newer product, which due to its greater wear factor, sells for a higher price than regular fiberboard.

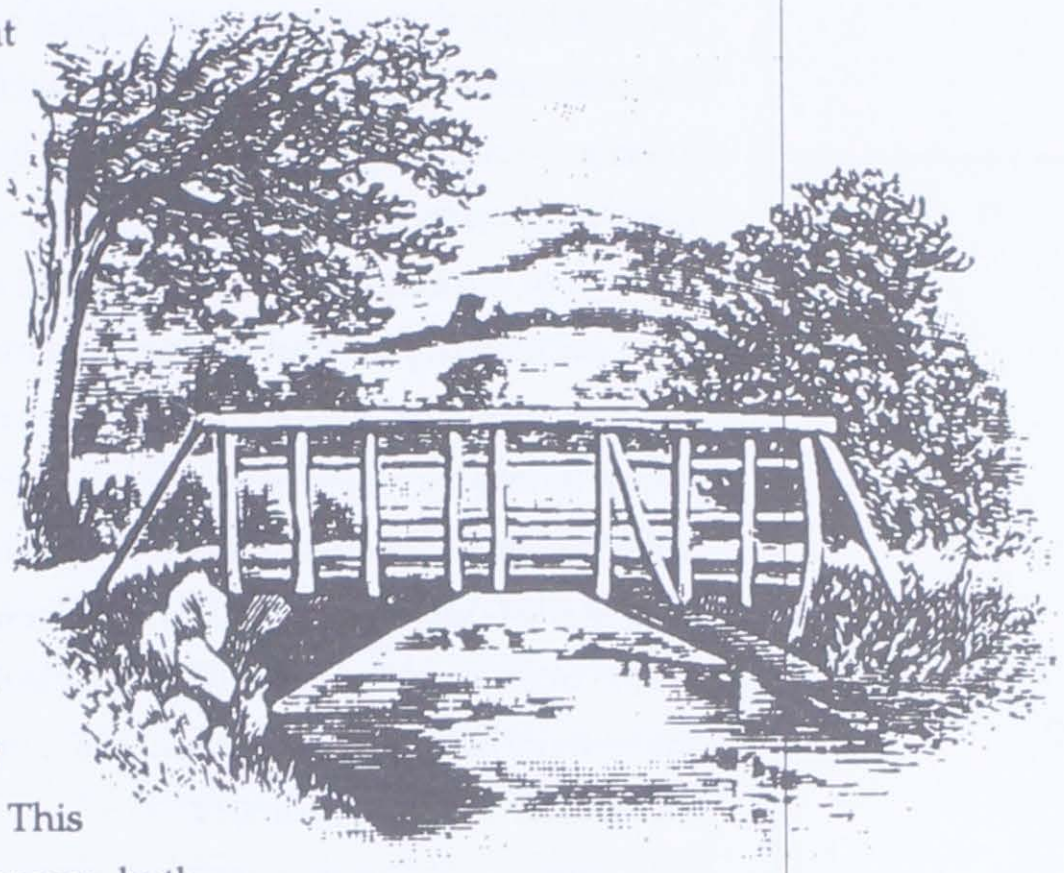
Using conventional industrial development recruiting techniques, the CCEDCorp board directed a search for possible firms that might open a plant in the county using wood residue as its raw material. After screening the top possibilities, eight companies were targeted. The campaign produced only one prospect, a particle board firm, and that company eventually located in a Pennsylvania county 1 hour's drive north of Clarion. That particular multi-year effort had served to educate, but did not produce any new jobs. Local leaders learned at least two lessons from this experience. First, Clarion County is located squarely in the "wood basket of the East," but so are many other counties. Thus, industrial recruiting can become expensive and, more often than not, frustrating. Secondly, when any potential wood residue user showed some interest in Clarion County, leaders focused all their efforts in that direction, even though the feasibility study favored a newer product, MDF, more suited to the wastestream of the area. It uses mostly hardwood mixed with softwood residues. But it was a new product, and some leaders in the mid-eighties were skeptical of its market acceptance.

In 1990, the effort returned to MDF and to the consultant who wrote the 1985 study recommending this product. This time the leaders entertained the idea of beginning locally, since nationally known wood residue users showed little interest in coming to Clarion County. Leaders were more determined than ever, especially since recent population figures showed a net loss of people from the county.

The consultant of the 1985 study referred CCEDCorp leaders to someone with experience in MDF plants who could take them to the next step. This new consultant could package the financing of an MDF plant, but a business plan was needed to detail, at a minimum, three things: the engineering of the plant and its

equipment, a site and access design, and a marketing plan. The business plan must answer all the questions of land, labor, and capital, and its cost would be approximately $200,000. Economic development leaders and their staff decided to focus their efforts on this one project and use local expertise when possible. By now local differences of opinion were resolved, and this project seemed to be the right thing to do.

Several different streams of activity needed to converge, not the least of which was the acquisition of money to pay for the business plan. Individual members of all three development boards, and local and State elected officials joined to help. The USDA Forest Service agreed to grant $50,000 from the 1990 Farm Bill Rural Community Assistance Program, provided the county find an equal match. The Center for Rural Pennsylvania granted $50,000 for this match. CCEDCorp pulled together $10,000 locally, but no more funds were located. A call to the new consultant resulted in a meeting of all parties, including a construction company that agreed to pay the remainder of the cost for the business plan. This consultant and the construction company, both from other parts of the country, were potential investors and obviously were pleased with the local enthusiasm and responsiveness they were seeing. A critical phase had passed. If this amount of money had not been assembled at this time, the process would likely have ended. Now the time was right to secure some written commitments on a site and to gather detailed supply and demand information for the product in order to determine the most profitable size plant to build.



A site selection process resulted in a $1 option from a local supportive landowner for 170 acres close to the city of Clarion and Interstate 80. A local engineering firm signed a contract for the site design and cost estimates to serve the site with water, sewerage, and an access road. By mid-1993 CCEDCorp obtained commitments for a wood wastestream and future product purchases. The overall labor availability was more than sufficient, especially since the 1993 unemployment rate had risen for the first time since 1984. The new jobs would

be welcome. State and Federal foresters surveyed the forest inventory and the possible timing of harvest volumes from Federal, State, and private lands in the county. The county obtained a State development grant to help install an access road, water, sewerage, and a rail spur extension.

This process started with a telephone call to a national expert followed by 10 years of perseverance.

The completed business plan calls for a 360,000 square foot facility using the latest technology to produce annually 120 million square feet of 3/4-inch-thick fiberboard. The plan estimates startup costs at $94 million. (The required 10 percent equity was obtained in June of 1994.) At full production, the plant will employ 160 manufacturing workers and operate 24 hours a day. Since the 170-acre site contains double the number of acres needed by its first occupant, leaders hope that other related firms, such as furniture makers, will join this environmentally-friendly wood products industrial park. The project will also generate temporary construction jobs and permanent spinoff jobs in the area. Located close by is Clarion University, which contributes to a locally educated labor pool, especially for managers and entrepreneurs. Its Business School has been particularly helpful during the entire development process.

The project is financed using $110 million in tax-exempt Industrial Revenue Bonds issued through the local development authority (IDA). A firm located in a neighboring county will market the bonds. The financial entity responsible for paying the bond holders is Clarion Fiber, Incorporated, a newly formed corporation. Significantly, its board will include two CCEDCorp members who were active in its creation. This plant will join only 12 such plants in the U.S. and 40 worldwide manufacturing MDF.

Throughout the long process of Clarion County's struggle for economic diversification, there has been extensive coverage in local newspapers. A content analysis of these several sources of news gives a clear picture of the process and expected outcomes. As these news sources suggest, collaboration by Clarion County leaders has been frequent and effective within and outside the county. By having a more intimate involvement within local officials than is typical in industrial recruiting situations, the process gains certain advantages. When problems with needed project approvals arise, other government officials appreciate knowing that local public officials have a real stake in the final product. This process started with a telephone call to a national expert followed by 10 years of perseverance. Site work for the new firm was to begin in 1994 with construction taking approximately 18 months.

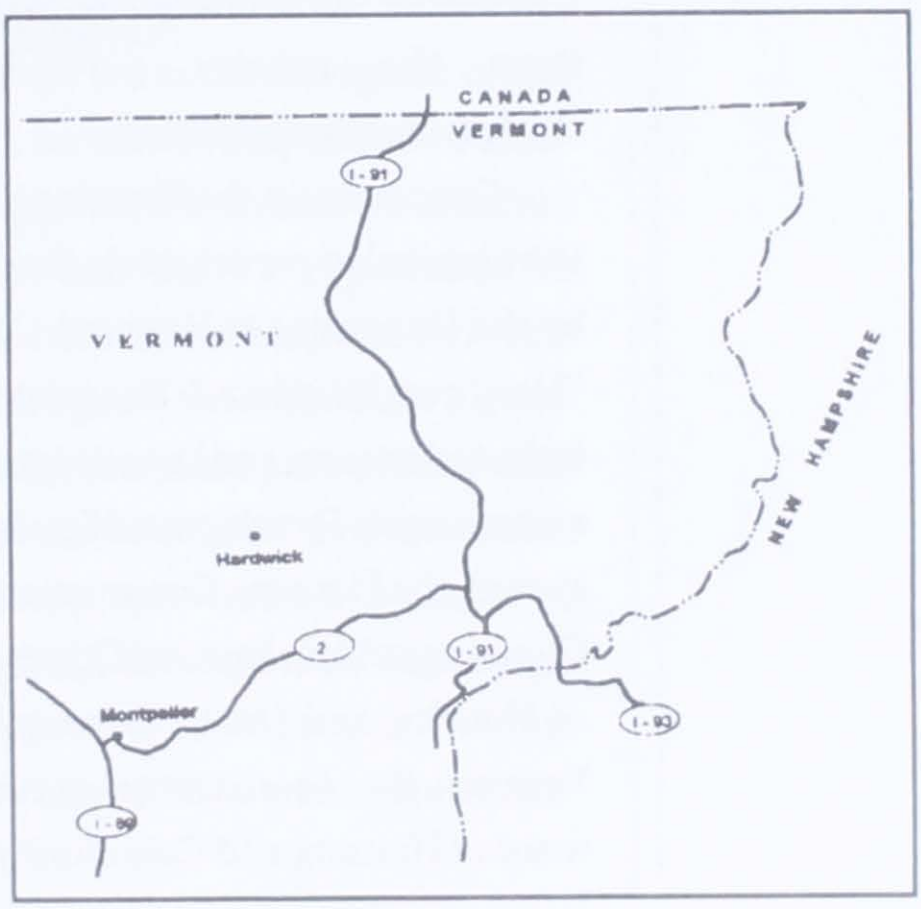
- William K. McAllister

CASE 2

HARDWICK, VERMONT

Background

Hardwick is a town of about 3,000 people (7,500 in the surrounding region) in Vermont's "Northeast Kingdom." Morrisville (population 4,000) is 15 miles away, Montpelier (State capitol) and St. Johnsbury (population 8,000 each) are 30 miles away. The community serves as a focal point in the largely rural region. Settled in the late 18th century, residents have traditionally made their living through agriculture and the timber and granite industries. Population in this rather isolated area dropped in the 1930's with decreased demand for granite. In recent years the region has been growing incrementally, partially as a "bedroom community" for larger towns.

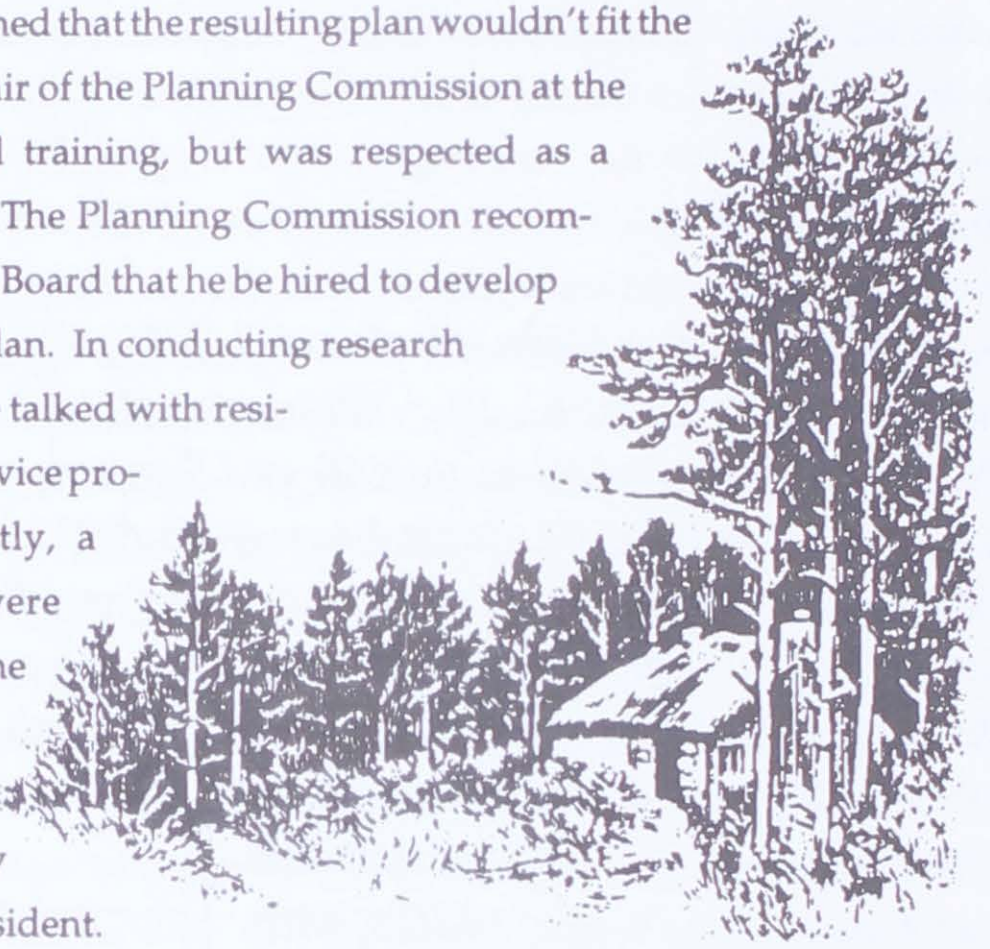


In Vermont, the "Northeast Kingdom" in general and Hardwick in particular have had the reputation of being rough, backward, and depressed. The contrast between this stereotype and the attitudes

of the many Hardwick area citizens involved in their community is striking. A series of events starting unpretentiously with an update of Hardwick's town plan have combined to make this positive attitude of residents more visible outside the community.

Organizing for Change

People in Hardwick began to update their town plan in 1990 because they needed to change some town bylaws. (In Vermont, town bylaws can't be changed unless the town's plan is updated.) The Planning Commission considered hiring someone from outside the community to develop the plan, but was concerned that the resulting plan wouldn't fit the community. The chair of the Planning Commission at the time had no special training, but was respected as a person with vision. The Planning Commission recommended to the Select Board that he be hired to develop a draft of the town plan. In conducting research for the town plan, he talked with residents and agency service providers. Concurrently, a group of people were trying to revitalize the local Chamber of Commerce, among them the newly elected Chamber president.



Concurrently, the Planning Commission chair and new Chamber president were invited to participate in the first Forestry Leadership Program, conducted by the University of Vermont Cooperative Extension system and held in the "Northeast Kingdom." The program is designed as a means to give people the tools, techniques, and knowledge to work effectively on public issues. Through a Community Development Specialist from the Vermont Cooperative Extension system, the Planning Commission Chair and Chamber president learned about Community Development Grants. These grants come from the U.S. Department of Housing and Urban Development (HUD), and outside of urban areas in Vermont, they are dispersed as rural block grants through the Vermont Department of Housing and Community Affairs.

The Planning Commission chair and Chamber president discovered they shared several commonalities: they both recognized the importance of education and of people being involved in decisions concerning their future. They also saw a leadership void that the community needed to address. With support from the Select Board, the Planning Commission chair and Chamber president applied for a $15,000 project development grant from the Community Development funds described earlier. They received the grant in the fall of 1991. One noteworthy factor about this process is that this grant was designed to be used only to plan, not implement, projects. The two men identified projects and developed enough community interest and support that two specific projects were implemented.

In the first Rural Entrepreneurship through Action Learning (REAL) project, students research, plan, set up, and operate their own enterprises in cooperation with their local high school or community college. The REAL concept was implemented in the high school by a local coalition of community representatives and people in the education field.

The second project focused on adult basic education. A similar coalition of community representatives and people in the education field secured funding from the Vermont Community Foundation and the Northern Community Investment Corporation to establish an Adult Learning Center in one of the downtown storefronts.

Hardwick Area Learning Committee

Meetings held to move these projects forward led to the emergence of the Hardwick Area Learning Committee (HALC), an ad hoc association of local citizens and people in leadership positions of organizations outside the community (such as the VT Community Foundation and the VT Department of Economic Development). HALC served as a forum for discussion and a vehicle to implement ideas focussed on education. HALC provided a forum for people in leadership positions of organizations outside the community to interface with community members. This contact increased the likelihood that assistance provided addressed real needs in ways that are appropriate to the community. Consequently, a number of projects, large and small, have had their beginnings in HALC. So with the REAL and Adult Basic Education projects moving forward, the community of Hardwick continued its advance with quite a head of steam.

"Take Charge Workshops"

In February and March 1992, the Chamber of Commerce president arranged for a series of "Take Charge" workshops to be conducted in Hardwick by University of Vermont Cooperative Extension staff. These workshops were designed to gather the community together to create their vision of local development. Workshops were conducted for 3 hours on three successive Saturdays, using the following format:

First week: What have we got? What are our opportunities?
Second week: Where do we want to go?
Third week: How do we get there?

These workshops were helpful in getting people together to develop enthusiasm and ideas, but may have been more effective had financial planning accompanied the "wish list" of projects participants generated.

Working Through Change

After community review, the Planning Committee approved the town plan. The Select Board could have given final approval in a meeting but chose to put the plan before the registered voters of Hardwick for ratification. In March 1992, citizens did ratify the plan by a 2 1/2 to 1 margin, and implementation began.

Both the town plan update and "Take Charge" workshops were begun independently as ways to involve citizens in the future of the area, rather than in response to a specific event. However, one event occurred that focused some of the energy these projects generated: a fire in January 1992 destroyed several buildings in downtown Hardwick.

Rural Development Strategies

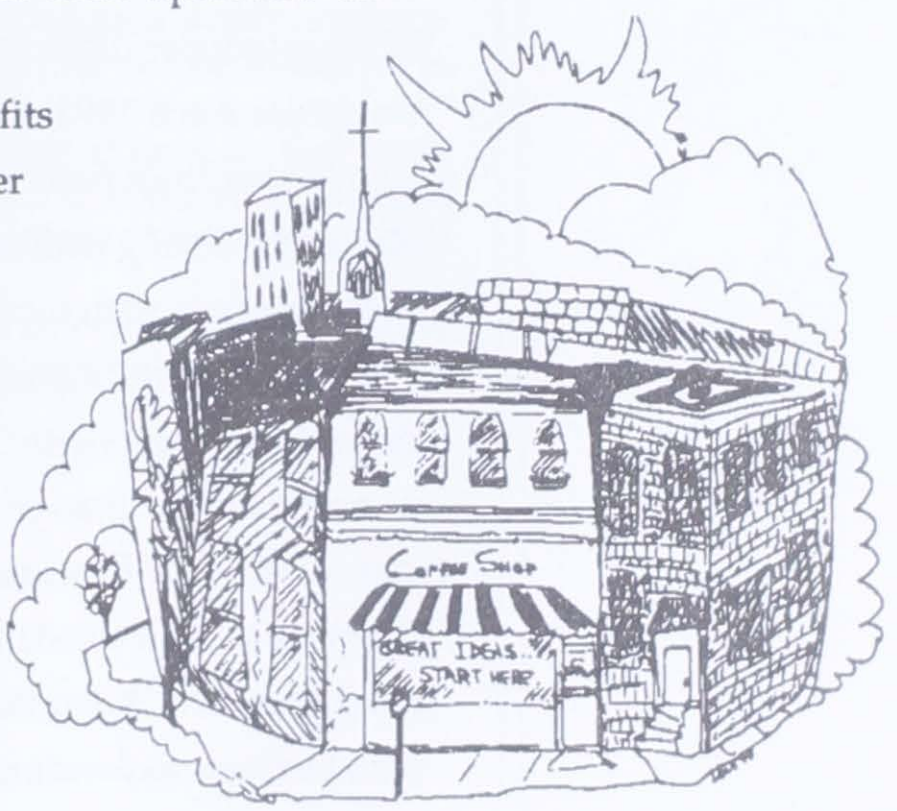
At this time, though still serving on the Planning Commission, the facilitator of the HALC began learning about various rural development methods. One of these was the participant-led "Bottom Up" model from Iowa. In July 1992, the town received $9,000 from the Vermont Department of Forests and Parks to try

this approach in Hardwick. The "Bottom Up" grant, focusing on how to help people start and grow microbusinesses, began with the standard caseworker model (providing one-on-one assistance to specific businesses and individuals), which required lots of effort without much result. The real problem was identified as a need to fill the gap between the information, resources, and delivery methods that standard service providers have, and what people in communities are capable of receiving. The project was redirected to work with groups of businesses to help them access the information and assistance they needed.

Results

Tourism was one of the industries discussed in the "Take Charge" sessions as having the potential to play a larger role in the economy of the Hardwick area. Buoyed by the successful outcomes of collaborative efforts on the REAL enterprises, the Adult Learning Center, and HALC, the facilitator thought that the business community could also benefit from this style of project development and implementation. Presuming that the community would be successful in attracting an increasing number of tourists led to the realization that they would need some place to stay. So he asked someone well connected with local innkeepers and bed and breakfast (B&B) operators whether she thought they would see any benefit to working together to improve their component of the tourism industry. This was a radical idea, as little cooperation existed at the time. She checked with her peers and received a positive response, which led to a potluck lunch meeting of interested innkeepers and B&B operators on December 12, 1992.

At this meeting, the facilitator described the benefits of working together and the group discussed a number of options for projects. Also, a person from the University of Vermont (UVM) business school explained the UVM "Environmental Programs in Communities" (EPIC) project (funded by a grant from the W.W. Kellogg Foundation of Michigan) that might be of use in implementing projects the group selected. People liked the idea, and by their fourth meeting in February 1993 they had formed a subcommittee to develop a brochure to promote the



attractions and businesses in the community, and received funding from the EPIC project. A draft of the brochure was developed and endorsed by the entire group in early April 1993, and the subcommittee worked on the design, text, and publication to produce the brochure in early June 1994.

By working together as "co-competitors" they can enlarge the volume of business in their area so that everyone benefits.

Development of the brochure was a tangible result of the innkeepers' cooperative efforts, but the real benefit was the change in attitude of the innkeepers toward each other. This change was dramatic — going from mistrust and suspicion to recognition that they each have niches in a common industry. By working together as "co-competitors" they can enlarge the volume of business in their area so that everyone benefits. Building these relationships was the key activity; the brochure was a vehicle.

From December 1992 to February 1993, 28 local businesses were surveyed to determine their needs. This survey focussed attention on the retail sector, which is a logical and key constituency in redeveloping Hardwick's downtown. The survey also has sparked discussion about Hardwick's role in this region of Vermont, and how this role may help to define what types and sizes of businesses are expanded, developed, or recruited in the community. So, buoyed by the success of the efforts of the innkeepers and B&B operators, the facilitator began to work with a few of the downtown businesses to see what they thought of the idea of working together. Again, there was enough positive response that a meeting targeting downtown Hardwick's service and retail businesses was scheduled for September 30, 1993. Using the same process as before, the effort is moving forward and has included joint promotional efforts and a survey of local residents' shopping and service needs. Involvement from a wider range of businesses is needed, however.

Members of another group, the artistic community, founded a non-profit workers' cooperative coffeehouse, which serves as a gathering place. In operation since April 1993, the shop has already paid back a $1,000 loan from the town's revolving fund. Much effort went into developing a detailed business plan and working with other business people to ensure the coffeehouse was not in competition with local established businesses.

As the Town Manager said: "We have a good mix of economic sectors, we just need more economy." Municipal government has worked hard over the last several years to change the perception that local government has a negative attitude toward business. The Select Board and Town Manager have been attentive to their needs by participating in meetings and seeking their input. Through a tax stabilization and revolving loan fund, they have been able to assist with business expansions and startups. To help continue this drive, the Town

of Hardwick has received additional money from HUD ($250,000) to expand the revolving loan fund and has developed a business recruitment brochure. The theme of the brochure is "Hardwick & Business: A Winning Partnership." The word "partnership" is appropriate for a community that believes working together is the key to success.

The Town of Hardwick also received a $555,000 Vermont Community Development Program Grant. These funds were loaned to a non-profit organization to construct one building on the lots in downtown Hardwick where buildings had been destroyed in the January 1992 fire. This million dollar project, which leveraged private sector investments, was to be completed in December of 1994.

The town's revolving loan fund has been used to start a forest products business, food processing businesses, a cafe, a cooperative food store, a gas station, and a fitness center in the community. The simple act of making the loan, seeing it paid back successfully, and having the resulting businesses remain operational over time has contributed to the feelings of confidence in Hardwick.

The simple act of making the loan, seeing it paid back successfully, and having the resulting businesses remain operational over time has contributed to the feelings of confidence in Hardwick.

Summary Points

1. A local person's guided development of the town plan.
2. Someone local paid to work as an objective apolitical facilitator during the community's developmental phase is very important, although if they hadn't seen this skill in action, people said that they would be reluctant to pay for it.
3. There is often a gap between what resources service providers have and how they deliver them, and the capability of people and communities to receive them.
4. Local people from all parts of the community are involved in planning and implementing their future.
5. Don't take a regional focus—communities in an area aren't homogeneous. They often have special characteristics that can be attributes to each other.
6. It's good to have a variety of things happening at once so that more people can get involved in doing what they like. Coordination between these projects is needed, but the specific structure or mechanism will vary from time to time and place to place.
7. A local newspaper is key to keeping people informed of community events, and helping people see constructive things happening.

- Mary Chapman

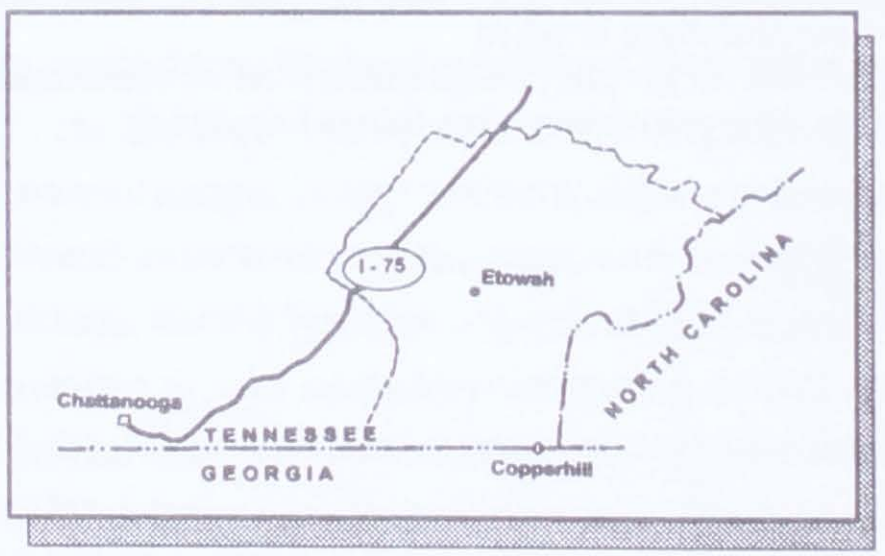
CASE 3

THE TENNESSEE OVERHILL HERITAGE TOURISM ASSOCIATION

Etowah, Tennessee, and the Tri-County region of McMinn, Monroe, and Polk Counties

Background

The Overhill region received its name from the British because 24 mountains separated the Cherokee communities found in the region from those located in the low country. The Overhill region is known for its amenities and natural resources, especially for the nearby Cherokee National Forest, and the Ocoee, Hiwassee, Tellico, and Conasauga Rivers. The Ocoee River will be the site of the 1996 Olympic Whitewater events. Etowah, located along Highway 411 in McMinn County, approximately 40 miles northeast of Chattanooga, was developed as a railroad terminus and repair center as well as a planned community for the railroad workers.



Other towns that grew around a single industry are Ducktown and Copperhill in Polk County (copper

mining), Englewood in McMinn County (textiles), Coker Creek (gold mining), and Tellico Plains (lumber) in Monroe County.

Organizational Setting

The Tennessee Overhill Heritage Tourism Association (Overhill Association) is a tri-county corporation that receives administrative support from its member communities, local businesses, and the State of Tennessee. Its board consists of 34 advisory members. Outside funds come from the Department of Tourism Development, the southeast Tennessee Development District, the Tennessee Arts Commission, and the Tennessee Humanities Council. Through the USDA Forest Service, the Natural Resource Conservation Service (formerly, Soil Conservation Service) (RC&D program), and the National Trust for Historic Preservation, the Federal government has granted funds for specific projects and programs. Described in the 1992 Tennessee Overhill Experience - A Strategic Plan, *the association "is an alliance of communities, historic and natural sites, the public and private sector, and individuals working to share with visitors the Appalachian experience in the Overhill country by showcasing the river story, the forests, the Cherokee experience, and the company towns created by industrialization and the coming of the railroad."*

The Overhill Association has become a catalyst for a variety of projects and programs that relate to the heritage and culture of the region. The Community Action Group of Englewood (CAGE) created and developed a museum (which opened in the Spring of 1994) devoted to the history of the Englewood textile mills and the women who worked there. In this endeavor, CAGE benefited from the support and encouragement given by the Etowah Arts Commission, and the Overhill Association and its director. The success in the articulation and preservation of a sense of cultural heritage and history has been facilitated by the fact that, in the words of a leading resident, "each little town around the forest is a chapter in southern Appalachian history." This microcosm of the larger region reflected the ebb and flow

In the words of a leading resident, "each little town around the forest is a chapter in southern Appalachian history."

of the Appalachian economy: first agriculture, mining, and forestry; then processing, manufacturing, and transportation of local resources; then decline due to changing international conditions.

Organizational Development

The Tennessee Overhill Heritage Tourism Association was not officially organized until 1990. Its story really began in 1978 when the City of Etowah (McMinn County) Arts Commission initiated its project to restore the abandoned railroad station. The station was built by the Louisville and Nashville (L&N) Railroad. Etowah was a crew switching and repair site. Much of the repair work done was to the wooden boxcars that were in use until relatively recently. Boxcar repairs thus utilized a local product (timber) as well as labor. The freight carried by the railroad was mainly coal hauled from Cincinnati to Louisville. Other freight items were copper from the mine in Copperhill in Polk County, textiles from the mills of Monroe County, and, to a lesser extent, timber from the Cherokee National Forest.

In the 1920's, when the L&N Railroad started to manufacture steel boxcars, the repair facilities in Etowah became unnecessary. The decrease in mining and the closing of the cotton mills diminished the importance of rail freight out of the area. Due to low numbers of passengers, AMTRAK dropped service in Etowah and abandoned the passenger station. Thus, the railroad, which had been an important part of the economy of Etowah and McMinn County, became less important, although it was still historically significant. In 1989, the Etowah railroad station was converted by the Etowah Arts Commission to a museum with funds received from the Tennessee Humanities Council, local governments, and businesses. Other heritage or historical projects located in the region included: 1) Ducktown - the Copper Basin story in the Ducktown Basin Museum: copper mining and Native American culture; 2) Athens - pioneer heritage; 3) Sweetwater - transport, and 4) Vonore - Fort Loudoun, the first permanent British outpost in Tennessee, and the Sequoyah Birthplace Museum.

To a limited extent, many of the projects were related because they utilized some of the same experts and advisors from various Tennessee institutions, such as the University of Tennessee. Yet, despite all the activity related to regional history, the awareness that each community had about events in the near-by communities, and discussions between the Ducktown Basin Museum and the Etowah Arts Commission, no formal coordination effort was made.

The lack of funds prevented coordination and promotion of the region as a single area of interest or exhibit, that is, as "a museum without walls." The announcement of a very competitive grant program that the Tennessee Department of Tourism Development in conjunction with the National Trust for Historic Preservation advertised presented an opportunity for funding that could formalize the emerging situation. The Etowah Arts Commission applied and became one of four successful applicants in the State. This pilot national program (one of four in the nation) required a regional approach. The 3-year grant, which began in Fiscal Year 1991, resulted in the formation of the Tennessee Overhill organization and hiring of a full-time director (the same person most instrumental in preparing the successful application as an employee of the Arts Commission). This grant was the key to a truly regional approach that presented the area's heritage to the outside world from more than a single community's viewpoint. A key to the pilot program was how the preservation and marketing of the region's heritage might lead to increased tourism.

Measures of Success and Impact of the Project

It is often difficult to measure the impact of a project such as the Tennessee Overhill. Because things such as factories or other infrastructures are not built under the auspices of such a project and because jobs are not created directly via such projects, many of the means that are usually employed to measure impact are not relevant to projects that are oriented towards heritage or culture. Other than economic or business activity, the following can be used to evaluate the Tennessee Overhill Heritage Tourism Association:

1) County and private funding;
2) tourism statistics, and
3) recently initiated related activities.

Changes to economic activity can be noted, and in some cases ascribed to the efforts of the Overhill Association.

The county funding in support of the Overhill Association has increased over time. The increased funding indicates that the local governments — a major client group — have been pleased with the performance of the association. The three counties of the region started funding the association within 6 months of its creation. The most recent allocations from the counties totaled $22,000, with each county contributing some funds. The contributions of the county governments represent over 25 percent of the association's budget. Contributions from local businesses, most notably banks and electric cooperatives; money from the State via a number of institutions; as well as outside grants, such as that from the U.S. Department of Transportation for signage (an ISTEA grant), comprise the remainder of the budget. The 1993/94 budget of the Overhill Association of $57,000 was increased to $85,000 for 1994/95.

A number of related activities have been started or have occurred since the inception of the Overhill Association. Coordination among the three counties and a heightened perception of the benefits of regional action to solve problems have caused an increase in regional approaches to problem solving. A number of the people who were interviewed stated that the Overhill project was one of the first formal relationships between these three counties. A local, long time rafting outfitter who is not directly involved with the Overhill Association stated, "one of the outgrowths of the Overhill has been to bring communities together." He also observed that the Overhill project has given residents and tourists much information concerning the region and a greater appreciation for the region and its history. The editor of the newspaper in Benton, the *Polk County News*, stated that the unhealthy competition between Polk County communities that are separated by a mountain has diminished as a result of the regional approach taken by the Overhill Association.

The whitewater events of the 1996 Summer Olympics will be held on the Ocoee River. (It will be the first time that the events will be held on a natural river.) Construction begins in 1994 and the positive effects are expected to last well beyond the events themselves. There was a collaborative effort to host this event by the Tennessee Valley Authority (which controls the river's flow) and the Forest Service (which is responsible for the land through which the river flows). The effort would probably not have been sustained or perhaps even initiated had the communities not had the experience of collaboration (and ignoring political boundaries) through the Overhill Association.

A sense of community, of cooperation, and of regional responsibility has been promoted by the Overhill Association through example and through activities that it sponsors or co-sponsors. With the assistance of the Overhill

Association the region has been able to benefit from participation in Rural Connections, a State initiative with 11 projects in Tennessee and 5 in the Overhill Region. The subject of small business education has supported 15 workshops in the area. Topics have been diverse, ranging from small scale aquaculture to business management and recordkeeping for the hospitality industry. Local people have been involved with the coordination and administration of the workshops, including food and lodging. According to one local lodge and restaurant operator, local business people and the region as a whole, because of the success of the workshops, are starting to get into the workshop business.

Another Overhill-encouraged project was the "Gospel Explosion," which was organized by Harwell Chapel AME Zion Church and the Mount Olive AME Zion Church, two African-American churches in the Etowah vicinity. The performances and entertainment were sponsored by the USDA Forest Service, the South East Tennessee Resource Conservation and Development Council, the City of Etowah, and the Overhill Association (where the idea originated). The Overhill Association was closely aligned with the initial program that was presented in February 1994.

Tourism has become relatively more important to the Overhill region as other aspects of the economy have declined. This fact has been acknowledged by all those involved in the regional economy, even if grudgingly by some. In the words of the Director of the Ducktown Museum, "I won't say it is our last card to play in development, but it is our last best card." Resource amenities, such as the rivers, mountains, and the National Forest, are a critical component of the tourism industry.

According to the *Polk County News*, the number of rafting trips on the Ocoee River increased from about 40,000 in 1980 to about 190,000 in 1992. Although no data concerning the other rivers in the region were available, it is likely that rafting on the other rivers has increased as well. Through a variety of taxes, increased tourism has increased public revenues. Polk County Amusement Tax (levied only on outfitters) collections increased from about $41,000 in tax year 1982 to about $295,000 in 1993. (The tax was originally 7.75 percent and was increased to 10.0 percent in 1993).

Through the 1980's, tourists generally did little more than raft, fish, or enjoy the other natural resource amenities. They spent neither time nor money in the

communities of the Overhill region to any great extent. One of the goals of the Overhill Association is to increase expenditures in the region by tourists who focus on the amenity resources. Another goal has been to attract other tourists who are interested in heritage and culture. Although there are no data available to verify the success of the Overhill Association in attaining these goals, an increase in the number of bed and breakfast facilities and restaurants has been noted by many of those interviewed. The operators of the bed and breakfast establishments that were interviewed indicated that most of their clients were interested in the region's history and museums and in antiques, not the natural or amenity resources.

Since its inception, the Tennessee Overhill Association has been a catalyst, if not an active participant, for many positive developments through its role in improving or increasing the sense of community and pride of place.

The increase in business activity is not only supported by anecdotal evidence, but it is also confirmed by sales tax receipts (used to support schools). In 1980, according to the *Polk County News*, receipts for Polk County were approximately $215,000, increasing to $570,000 in 1992. The increase occurred despite the closing of the large copper mine in 1989 after a cut back that started in the mid-1980's. Polk County sales tax receipts for the 1988 tax year declined and then remained relatively stable from 1989 to 1991. The Polk County labor force declined during the period 1984 to 1989 from 6,990 to 3,930, with the sharpest annual decrease of 1,000 jobs from 1985 to 1986 (*Polk County News*). Because of the changing size of the labor force, percentage unemployment figures are not comparable one year to the next. The Director of the Etowah/McMinn County Chamber of Commerce noted that membership is presently 160 businesses, an increase of 70 members over the past few years. The increase in economic activity is not only in Chamber of Commerce membership and sales tax revenues, but also in the growth of the labor force to 4,510 in 1992. Property tax receipts have also increased.

Since its inception, the Tennessee Overhill Association has been a catalyst, if not an active participant, for many positive developments through its role in improving or increasing the sense of community and pride of place. It has also been an active player in bringing outside funds to the area as well as experts who have skills from which the communities could benefit. Through example, the Overhill Association has demonstrated the benefits of cooperation within an overall framework of healthy competition. Individual business operators, communities, and counties have learned and benefited from the Overhill Association experience.

- David Zimet

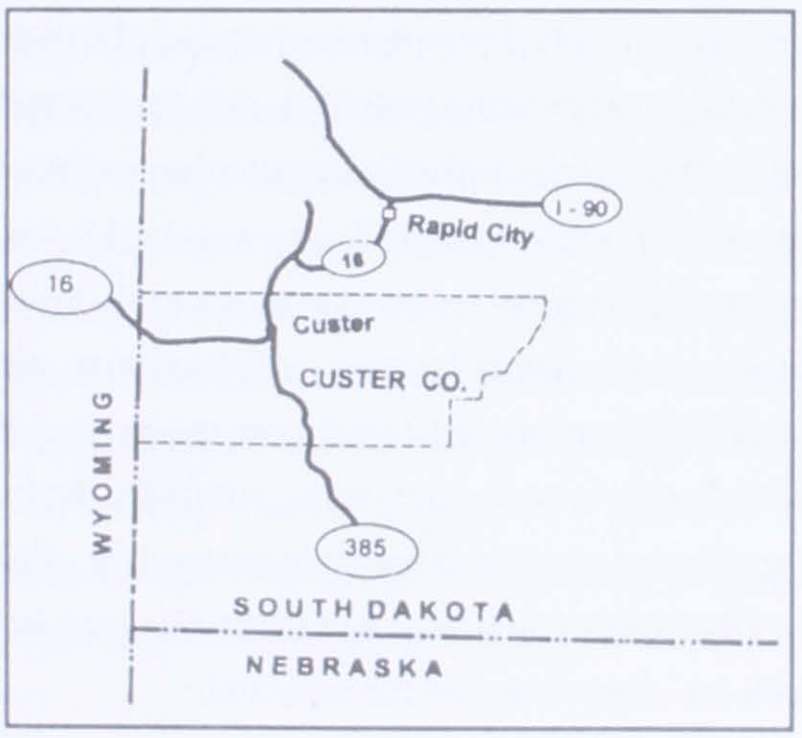
CASE 4

CITY OF CUSTER AND CUSTER COUNTY, SOUTH DAKOTA

Background

Custer is located in the southwest region of the State of South Dakota, in the upper southeastern portion of the Black Hills National Forest. Ponderosa pine and white spruce are the main two timber sources in the Black Hills, with ponderosa pine providing 95 percent of the stand. The forest also has a spattering of hardwoods: aspen is the dominate stand, followed by birch and burr oak.

Custer has two main state highways that go through the center of Custer City: State Highway 16, which runs east and west, and State Highway 385, which runs north and south. Both highways are well traveled; since they are feeders to Mt. Rushmore, Custer State Park, Crazy Horse Memorial, and Jewel Cave. The daily traffic count through Custer is estimated at 3,000 to 4,000 cars per day during the peak months of the tourist season.



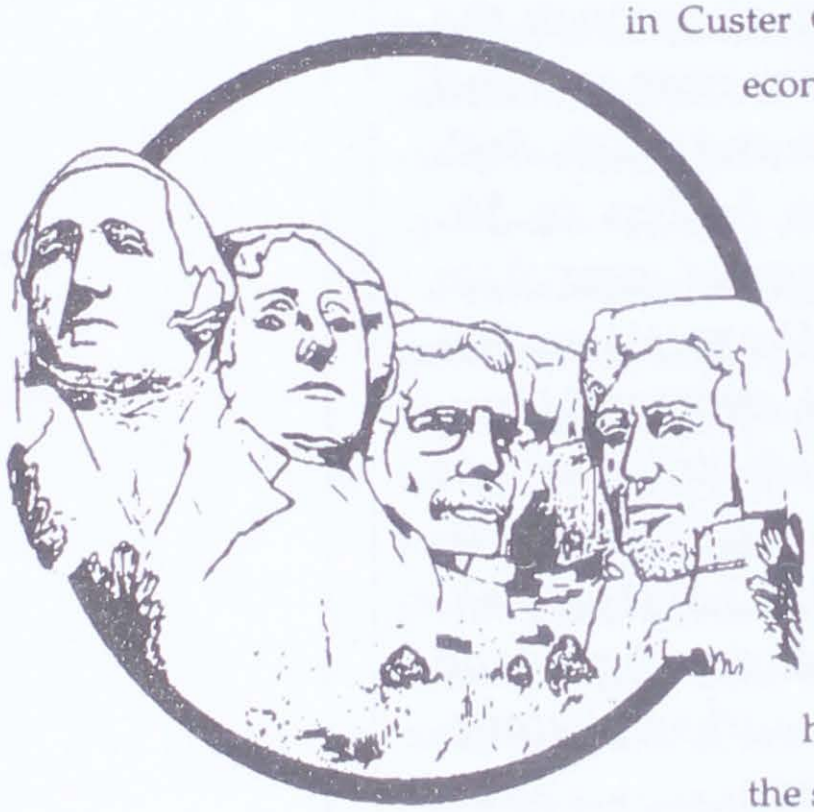
Rapid City, South Dakota, is the largest city in the southern region

"When a loaded logging truck comes through town nowadays, it causes heads to turn and hearts to get heavy."

of the state. It is 42 miles north of Custer (where the closest interstate, I-90, is located), and Newcastle, Wyoming, is 30 miles west of Custer. Thirty miles southwest of Custer is Hot Springs, South Dakota, and 58 miles northwest is the bustling gambling town of Deadwood. The county-wide population of Custer is 6,179 with the city of Custer at 1,741, the community of Pringle at 96, Hermosa 242, Fairburn 62, and Buffalo Gap 173. The total land area of Custer County is 1,557 square miles with approximately 3.97 persons per square mile. Whites comprise 97.1 percent of the population (6,002), American Indians number 157, African Americans represent 0.2 percent of the population (14), and Asians 0.1 percent (6). The unemployment rate (recorded in the 1990 Census) is 5.5 percent, and the total number of persons employed age 16 and over is 2,841. Approximately 740 people in Custer live below the poverty level and the median family income is $26,714.

Economic Outlook

Approximately 51 percent of Custer County's primary and secondary income is derived from forest-related industries; however, the economy of the city of Custer is based primarily on tourism and recreation, which are seasonal and unpredictable since they are influenced in great part by economic conditions outside of Custer. Due to the closing in 1990 of one of the major forest industries in Custer County, WTD Lumber Mill, Custer suffered a major economic blow that put the economy of the area at a great disadvantage and caused loggers living in the community to commute to three other sawmills outside the county. Coupled with the decrease in the National Forest harvest amounts due to the evolving application of ecosystem management practices, the traditional forest related industries in the Custer area have almost disappeared. As one long-time Custer resident put it, "when a loaded logging truck comes through town nowadays, it causes heads to turn and hearts to get heavy." Many of the loggers displaced from the closing of the sawmill moved out of the county, some out of the State, and others stayed and found unrelated forest industry jobs. But the pain of the sawmill closing and the cutback in timber harvesting has caused the county to come together to look for other avenues for survival.



Meeting The Economic Development Challenge

The mission of the economic development task force in Custer County is to beef-up existing private businesses and attract new businesses so that Custer can move from a seasonal posture to a year-round economy. Such a posture would help to reinforce already existing public sector employers, such as Custer School Districts, Custer State Park, and the Forest Service, which provide economic stability. However, leaders knew that one problem they must face is decaying infrastructure that must be upgraded or replaced before bringing in new businesses that will compound existing infrastructure shortcomings. Moreover, to attract high-tech industries and businesses that rely on state-of-the-art communication systems to transact their daily affairs, fiber optics technology is a must.

In an effort to meet the challenge of creating a more diverse and stable economy, the Black Hills National Forest and the 1990 Farm Bill Rural Community Assistance Program have been instrumental. In 1991, this program helped the City of Custer develop the concept for the George S. Mickelson Parkway and Recreational Trail by funding the initial study and design of the Parkway and Trail with a $7,000 grant. This trail is a segment of the 110-mile historic Burlington Northern Railroad line from Deadwood to Edgemont. The trail will not exceed a 3 percent grade and will be totally handicap accessible when completed. Located within the City of Custer, this project has been a rallying point for the community, with a total of $71,345 coming from the 1990 Farm Bill for its construction.

With the impetus for this project provided by a grant from the Forest Service, the city was subsequently awarded $250,000 from the Department of Transportation (ISTEA grant funds), and with an additional $100,000 local match, Custer is in the process of building a visitors reception center with a transportation museum as a part of the trail (other funds are being raised by way of special events and individual donations to make the center a $500,000 addition to the community). The plan for the site will include plenty of parking for cars and buses, bike racks for trail riders, horseshoe pits, an ice skating rink, tennis courts, and a volleyball sand pit. The building will have handicap accessible restrooms for the public, an information desk, and a warming room for ice skaters. The center will become a central location for local art festivals and a gathering place throughout the year for county residents and tourists. The completion date is set for the summer of 1995. In George S. Mickelson's own words, "This trail may be our last opportunity to provide a pathway that is easily used by the elderly, people with disabilities, and the very young, as well as hikers, bicyclists, and other more traditional trail users."

"This trail may be our last opportunity to provide a pathway that is easily used by the elderly, people with disabilities and the very young, as well as hikers, bicyclists and other more traditional trail users."

"We have no choice but to exist in harmony with the forest ... In Custer, that's all we've got."

Collaborative Planning

To meet the need for collaborative planning in the region, the Black Hills Ranger District along with the Custer County Chamber of Commerce conducted a survey of local businesses with the chief purpose of developing economic goals based on the wishes of the residents. This inter-governmental committee was chaired by the Custer District Ranger. After the completion of a Business and Retention Survey, one of the main recommendations was to conduct a local team building workshop. On May 1, 1992, the team building session was held. From this workshop a joint resolution was developed to ensure improved relationships and collaborative planning among all governmental entities and concerned citizen groups in the county. The joint resolution was signed by the City of Custer, Custer County, the Custer County Chamber of Commerce, and the Custer Independent School District. This spirit of teamwork has grown stronger over the past 2 years and has kept Custer moving forward in developing strategies to solve the community's economic problems.

Community Education: In November 1993, the 1990 Farm Bill program funded the county's first Black Hills Region Community Revitalization and Mobilization Workshop sponsored by Vision 20/20 (a local economic leadership development group). The theme of the conference was "Taking Charge of Our Regional Economic Future." In March of 1994 another workshop was sponsored by the same body with funding from the Forest Service. This time the conference dealt with hard hitting topics such as: Obtaining access to capital, where to find seed money, financing infrastructure projects, sustaining economic development and collaborative planning, financing for retaining and expanding existing business, business financing for startup and expansion, innovation and research financing, and business incubators. Keynote speakers were Chief Counsel for the U.S. Senate Committee on Small Business and the man who started Hutchinson Technology of Hutchinson, Minnesota, in a two-story chicken coop (it now has 4,000 employees and annual sales of $220 million). This type of community-wide education effort has proven to be invaluable to residents who are trying to move toward a sustainable economy by bringing their social and economic needs in balance with the delicate ecosystem of the Black Hills Forest.

Only time will tell if the 1990 Farm Bill Rural Community Assistance Program will make a significant difference in this forest-dependent area. As the Mayor of Custer put it during a recent regional program review, "We have no choice but to exist in harmony with the forest ... In Custer, that's all we've got."

Measures of Success

The City of Custer has been very successful, both quantitatively and qualitatively, in meeting the goals they established for themselves as a community back in 1991.

Its first goal was to improve business recruitment, retention, and expansion through civic improvement by developing the Parkway Trail and Visitor Reception Center. The city is on schedule with completion of the trail targeted for the summer of 1994 and the visitor center to be finished 1 year later.

The second goal targeted by the community was to improve communication and cooperation between agencies and constituents to develop "informed consent." This was accomplished with the signing of the joint resolution, which moved the community into high gear. Community revitalization and mobilization workshops have served to move participants to work collaboratively and to meet the goal of "informed consent." The first workshop was held November 18-19, 1993, the second was held March 3-4, 1994, and the third was held September 29-30, 1994. In conjunction with the workshops, public symposia are periodically held to highlight success stories in the region.

The third goal of the community was to expand the economic base through business and industrial recruitment. The immediate objective was to implement a marketing strategy for the Custer area. This was accomplished in 1991 when a subcommittee was formed to recruit a marketing specialist. One year later, a marketing director was hired to develop strategy and spearhead the community's marketing plan. In that same year a promotional film on the Custer area was produced to assist in marketing the region's business appeal, and two promotional brochures that focused on industrial recruitment were developed.

When the local leaders talk about Custer and the dreams and aspirations they have for this region, one cannot help but believe that this community can accomplish just about anything they set their minds to do. The measure of success is in the hearts of the people of Custer. The spirit of the West still lives . . . and rural economic development is a frontier that has an infinite horizon to the people of Custer.

- Stan Johnson

The spirit of the west still lives . . . and rural economic development is a frontier that has an infinite horizon to the people of Custer.

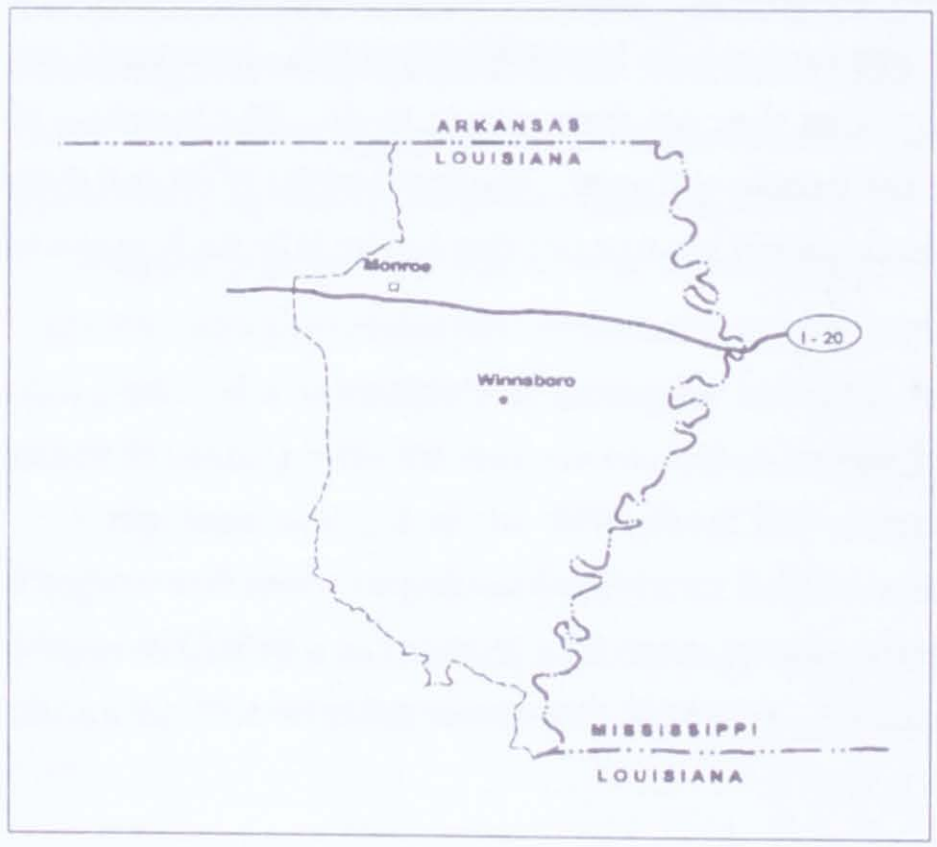
CASE 5

NORTHEAST DELTA RESOURCE CONSERVATION AND DEVELOPMENT DISTRICT

Winnsboro, Louisiana

Background

The Northeast Delta Resource Conservation and Development District (NEDRC&D) is comprised of 11 rural parishes and one urban parish (Ouachita) in northeastern Louisiana. The area is bounded by Arkansas to the north and the Mississippi River to the east. The southern and western borders are in-State political boundaries. The office of the NEDRC&D is located in Winnsboro in Franklin Parish. The NEDRC&D District is considered part of the Mississippi River Delta Region. Prime agricultural land and plentiful water (the Little, Black, Tensas, Ouachita, and Mississippi Rivers and numerous small rivers and creeks, bayous and lakes) are the major resources of this region. Its major products are agricultural: food and feed grains, soybeans, sweet potatoes, cotton, timber, cattle, and farm-raised catfish.



Cropland comprises 47 percent of the land, woodland 39 percent, urban built-up areas 6 percent, pasture land 5 percent, and water 3 percent. As measured by income, it is amongst the poorest areas in the United States. For example, almost 40 percent of the residents of Madison Parish receive public assistance. In January 1994, unemployment ranged from 5.8 percent in Ouachita Parish to 18.7 percent in W. Carroll Parish. The median unemployment rate was 10.0 percent.

Organizational Setting

The NEDRC&D Council is a young umbrella organization that serves as a resource and renders service to eligible entities within its district. According to its Annual Plan, the mission of the NEDRC&D is to: "work together with the resourceful leadership of the area citizens for the development of the rural community through natural and human resources of (member parishes)." To fulfill its mission, the council implements projects in accordance with an adopted RC&D plan as well as acts as a resource for those who implement projects. Its services include: 1) acting as a conduit, or pass-through, of funds for projects to be implemented by other organizations; 2) informing institutions of funding possibilities; 3) assisting in the preparation of grant applications or project proposals; and 4) helping eligible entities to obtain surplus goods.

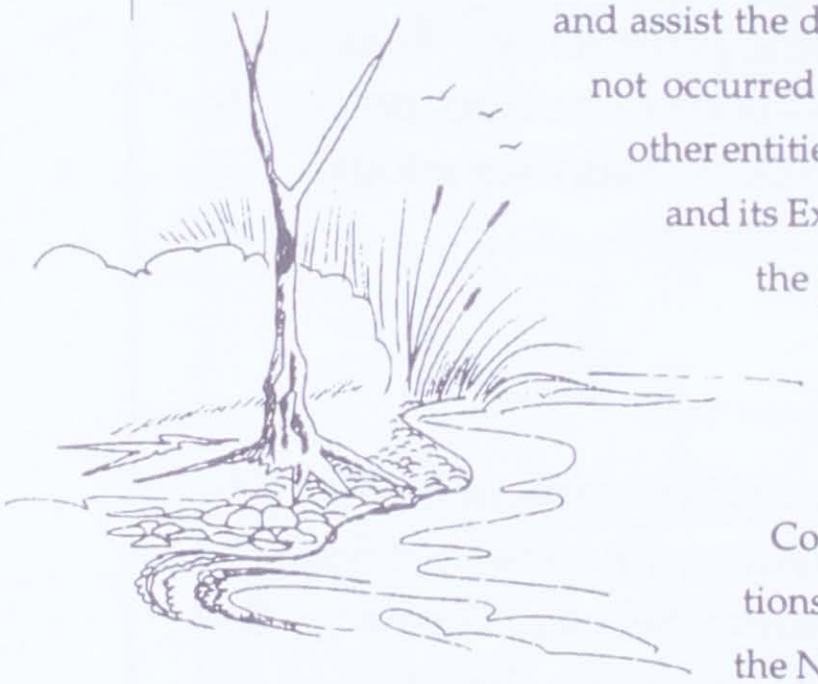
History and Development

Like all resource conservation and development districts, the NEDRC&D Council receives administrative support from the USDA Natural Resource Conservation Service, formerly Soil Conservation Service (SCS). The Executive Director of the NEDRC&D is an employee of NRCS. The Director implements projects, coordinates activities, and represents the NEDRC&D at a variety of ceremonies and meetings. The NEDRC&D staff

informs the Executive Council (EC) of grant opportunities and supplies technical assistance for grant proposal preparation and project implementation. The Director and other NEDRC&D staff serve as information brokers for, and technical resources to, member parishes, and to organizations in member parishes for programs or projects that the EC approves. The EC is composed of a member of the Sheriff's Posse (similar to county commissions in other States) from each of the member parishes. The EC members generally are appointed from among the posse members.

The EC decides whether or not to seek funds or other assistance for a project, or whether or not to become involved in a project, and if so, to what extent. It is through the decisionmaking process that the NEDRC&D ties into the communities that it serves. Because the resources available to the NEDRC&D are limited, and because most of the projects do not directly benefit all the parishes or localities in the area, to gain approval from the EC projects must be generally compatible with the priorities of the NEDRC&D as found in its plan and those of the residents of member parishes. Because of its structural ties to the communities, the NEDRC&D has supported a wide range of institutions, projects, and programs. The Executive Council president stated, "The NEDRC&D is a resource for any organization, especially a nonprofit, in northeast Louisiana."

Measures of Success



The NEDRC&D Council is only one entity striving to promote and assist the development of the region. Its efforts have not occurred independently from the efforts made by other entities. The collaborative spirit of the NEDRC&D and its Executive Director was noted by almost all of the people from other institutions and private individuals who were interviewed. The collaborative spirit originates from the belief held by the EC that the goal of the Council is to serve its region and the institutions in the region. Thus, much of the output of the NEDRC&D Council should be measured by what it has done to assist other entities. The major exception to this is the Tensas River Basin Study in which the NEDRC&D has played the lead coordinating role.

The Tensas River Basin Study (Tensas Study) involves many varied agencies and institutions. Because it has been inclusive rather than exclusive, and because the study has sought to include the resource users, not just regulators or advocates of environmental preservation, in the search for the solutions to the water quality and wetlands protection problems, the Tensas Study has received much national recognition. The U.S. Environmental Protection Agency (EPA) among other Federal agencies, is studying this method of coalition development to promote the EPA mission in other locations.

The Tensas Study is funded primarily by the USDA through the NRCS. The Study also includes support and assistance from other Federal agencies: 1) U.S. Army Corps of Engineers, 2) EPA, 3) U.S. Geologic Survey 4) USDA Forest Service, and 5) U.S. Fish and Wildlife Service. The USDA Agricultural and Stabilization and Conservation Service is a cooperating member. State and local entities that have supported the Tensas River Basin Study are: 1) Louisiana Department of Agriculture and Forestry, 2) Louisiana Department of Environmental Quality, 3) Louisiana Office of Soil and Water Conservation, 4) Louisiana Cooperative Extension Service, and 5) the East Carroll, Madison, Tensas-Concordia, and Northeast Soil and Water Conservation Districts. In addition, the private Nature Conservancy, Ducks Unlimited, and the Louisiana Farm Bureau are cooperating entities, as well as the East Carroll, Madison, and Tensas Parish Police Juries.

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Support of local or regional groups has been a cornerstone of the efforts of the NEDRC&D. The words of an Executive Council member, "Our council is really united. We want to make something happen," indicate the belief by the EC that the NEDRC&D should not be restricted to only resource conservation issues. Accordingly, the NEDRC&D has joined the National Association for the Exchange of Industrial Resources (NAEIR) to enable it to get new surplus goods for itself and other entities in member parishes. For example, it obtained clothing and some equipment for the Head Start program of Madison Parish through NAEIR.

Similarly, the NEDRC&D is becoming an unofficial grants resource center for member parishes. The NEDRC&D purchased the *Grants Directory* and has made it accessible to everyone in the NEDRC&D service area. From systematic monitoring of grant possibilities, the NEDRC&D staff is able to inform its EC and other institutions in the area of grant opportunities. The NEDRC&D has assisted the Winnsboro (Franklin Parish) and Columbia (Caldwell Parish) Main Street Programs to obtain grants. The Director of the Winnsboro Main Street Program stated, "Until the NEDRC&D started, we had no way of keeping track of

NEDRC&D is becoming an unofficial grants resource center for member parishes. "Until the NEDRC&D started, we had no way of keeping track of foundations and grants."

foundations and grants." In Columbia, the NEDRC&D helped to prepare a grant application to the USDA Forest Service. Because the Columbia Main Street Program had not been officially sanctioned by the State, NEDRC&D applied for the grant, received the funds, and passed them through to the Columbia program. The money was used to rehabilitate an old store and residence and to convert it to a museum and cultural center.

Whenever possible, NEDRC&D arranges to carry out activities in conjunction with other institutional partners.

The NEDRC&D also conducts educational workshops such as training in grant writing presented by a professional. It has conducted, or plans to conduct, seminars and workshops or demonstration projects on: 1) shiitake mushroom production (economic diversification); 2) poultry litter compost (to protect water quality); 3) customer service for Main Street merchants; and 4) wetlands protection (in conjunction with 4-H).

Each of the activities conducted by the NEDRC&D addresses a specific problem expressed by the community-at-large. None of the activities occur without the approval of the EC. Whenever possible, NEDRC&D arranges to carry out activities in conjunction with other institutional partners. Few activities occur that are not included in the RC&D adopted plan. The carefully considered planning process allows the EC to address specific issues or problems that surface during its meetings in light of previous research, and also permits a means to objectively evaluate its programs.

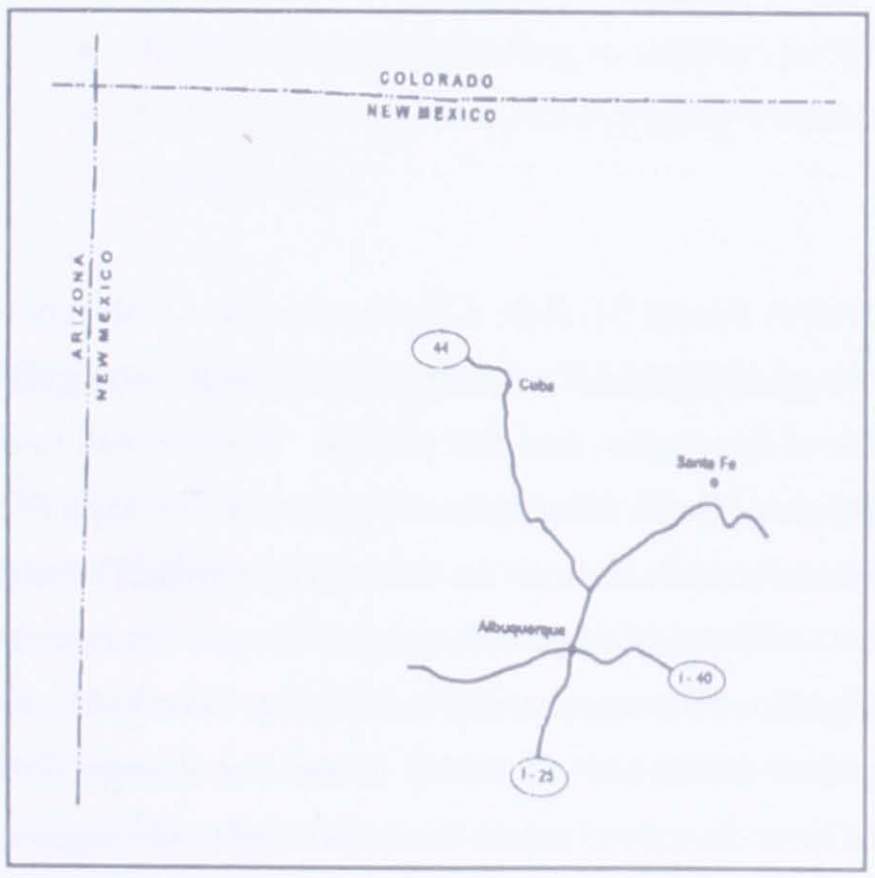
- David Zimet

CASE 6

CUBA, NEW MEXICO
Economic and Community Development Program

Background

The Village of Cuba in northern Sandoval County, New Mexico, is situated at the mid-region of the western border of the Santa Fe National Forest. The area of influence or service area of the village is about 4,000 square miles. Therefore, the population served is about 10,000 people, as compared to the 1990 census population of 760. (Interestingly, Rio Ranch, a fast growing affluent city that is a suburb of Albuquerque, is also located in Sandoval County.) In addition to the resident population, there is a large in-transit population served because New Mexico Highway 44, the main route from New Mexico to the Four Corners region, runs through the village. The nearest Interstate Highway is located in Albuquerque, the nearest major city, about 90 miles distant. The area includes the towns of La Jara and



The Cuba, New Mexico project is a multi-faceted community and economic development effort.

Regina in Sandoval County and Lindrith and Gallina in Rio Arriba County. There are two Chapters of the Eastern Navajo Nation—Torreon and Ojo Encino—located to the west of the Village of Cuba and included in the area. The population of the Cuba region is comprised of 45 percent Hispanic, 45 percent Native American (Navajo and Jicarilla Apache), 7 percent Anglo, and 3 percent other. It is the area, or region, in its entirety that is included in this report.

Historically, the economic bases of the region have been timber, livestock, oil and gas, restaurants, and retail commerce. Until February 1992, a large sawmill operated in the region that ceased operation due to lack of timber supply. Three small sawmills still operate. The region's unemployment rate is estimated at 20 percent and underemployment is much greater. The Village's commercial area is small and is located along a central area on either side of State Highway 44. Among the most active businesses are those oriented towards travelers. Several community-based programs or projects have been initiated to improve the quality of life or economic well-being of the residents of the region. The programs and projects share a common origin.

Project Description

The Cuba, New Mexico, project is a multi-faceted community and economic development effort. At root, the project is a series of community-based activities that function through a number of implementing committees that are operated by volunteers. The USDA Forest Service has played an important role as catalyst and supporter of the project.

History and Development

With the support of the USDA Forest Service, a Future Search Conference (FSC) was conducted in the Village of Cuba in December 1992. The FSC occurred at an important time in the life of the region and the village. The sawmill had been on the decline for several years. The closing of the sawmill in February 1992 was more than just a negative economic event. In the words of the District Manager of the Jemez Mountains Electric Cooperative, Inc., "People are now at an ending point... do something about the community or let it die." The FSC was a critical event because the true community leaders (from the village and surrounding areas) for the first time discussed issues that mattered to the region.

The FSC occurred at a propitious moment because (in the words of a leader), "People were ripe and ready to come out with what they wanted to bring out." People responded to the opportunity to indicate what they wanted and, as a result of the FSC, seven action teams were created to work towards the solution of regional problems. The following teams or committees were created: 1) Regional Economic Development Committee, 2) Banking Group, 3) Outsiders Group, 4) Rio Puerco Watershed, 5) Adult Education, 6) Regional Youth Council, 7) and the Heritage Group.

The teams represent efforts in community-based programming that work towards solving problems as expressed by participants. Thus far, the teams have been led by community volunteers and receive some administrative support from the Forest Service and technical support from the New Mexico Cooperative Extension Service at New Mexico State University in Las Cruces.

Measures of Success

The history of the programs and projects developed as a result of the Future Search Conference has been short. At present, measures of success are more qualitative than quantitative. Progress can be measured by whether or not a particular committee is moving towards its goals. It is more difficult, however, to place financial value on the work that has been accomplished. Some measures of success are:

- Movement towards fulfilling goals or objectives.
- Ability to obtain funding to support programs and projects.
- Continued support by community members and volunteers of committee activities.

Organizational Development and Activities

Of the seven committees, the Rio Puerco team has been the most active. The leadership of the Rio Puerco team has been the strongest and the team has been the most successful in obtaining funds to execute its program. It has not been, however, the only team that has been active. The Heritage Group has developed a Tourist Information Center located in the village. In addition, the Youth Council has also initiated a major project. Overall, the Village of Cuba, Sandoval

County, the Jemez Mountains Electric Cooperative, Inc., and especially the Forest Service have extended financial support to the development efforts of the action teams.

Loan applications had to be processed through the office in Bernalillo, almost 100 miles distant in the direction of Albuquerque. During the Future Search Conference the lack of a loan officer . . . was identified . . . the only bank agreed to create (a new) position.

The primary goal of the Banking Group was to improve relations between the community and the bank and other financial institutions. The United New Mexico Bank branch is the only bank in Cuba. Until mid-1993, the branch had no loan officer. Loan applications had to be processed through the office in Bernalillo, almost 100 miles distant in the direction of Albuquerque. During the Future Search Conference the lack of a loan officer and under-service by the bank were identified as problems by the participants. Thus, the Banking Group was formed. The group approached the appropriate office of the bank and described the situation. The bank agreed to create the position of Operations Manager at the branch in Cuba. The new position included the roles of loan officer and community liaison as part of its responsibilities. The Operations Manager indicated that the loan portfolio was several million dollars, about half in consumer and household loans and about half in business loans. Upon accomplishing its major goal, the Banking Group became inactive.

The Rio Puerco Watershed Committee has been the most successful in obtaining funds and in gaining the participation of volunteers to implement its projects. The Rio Puerco team has been chaired by a former Forest Service employee. He organized the team prior to his retirement by following the guidelines for community development presented in *A Strategic Plan for the 90's: Working Together for Rural America*, a Forest Service publication. Subsequent to retirement, the committee chair has maintained his residence in the region as a rancher, and he has remained active with the team.

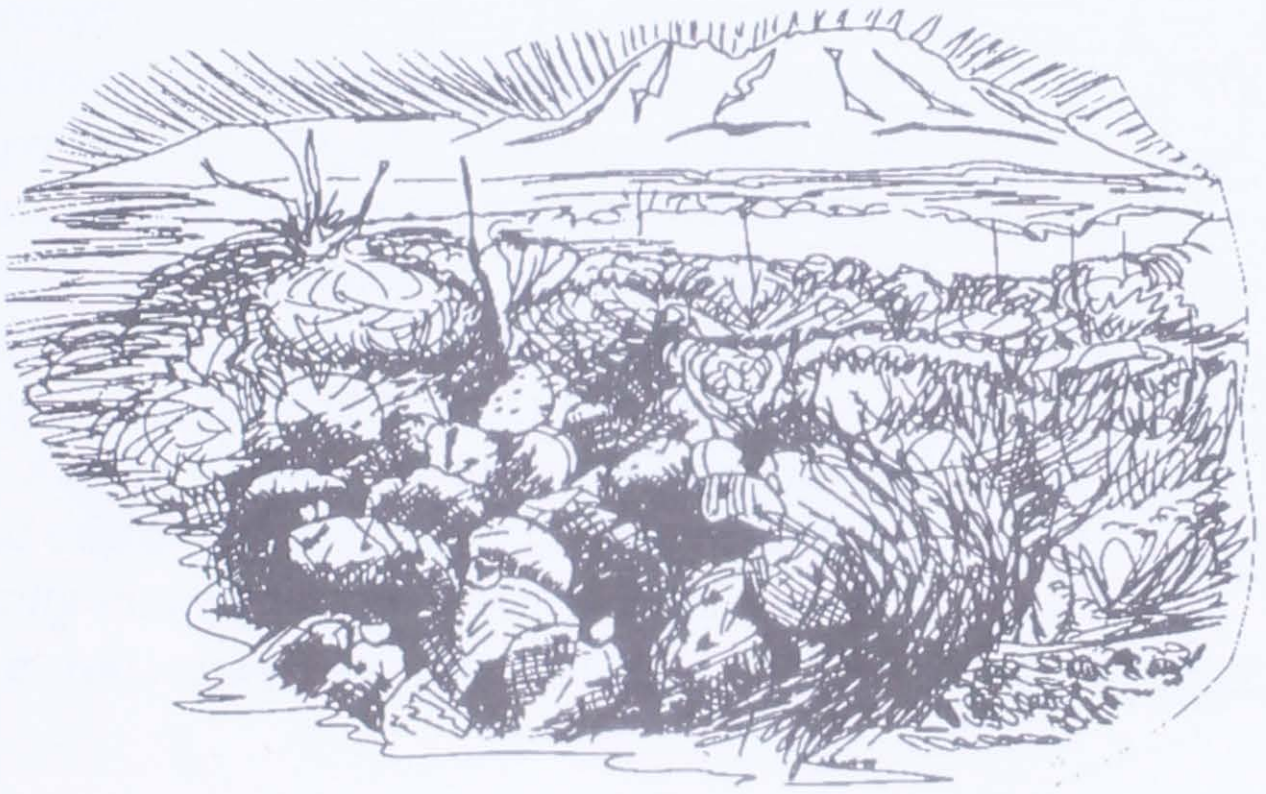
The team has been successful not only because of leadership, but also because its efforts were an appropriate response to the needs expressed at the FSC by the ranching community. The importance of the link between the local economy and the local environment was discussed at the FSC. The watershed was once rich, productive land, but, due to improper watershed management, erosion has polluted the river. Sage brush has competed successfully against grass forages and has decreased the productivity of the land and its capability to hold the soil in place during rainfall. The Rio Puerco Watershed Committee obtained $93,000—$15,000 from the Forest Service and $78,000 from other sources, including the Bureau of Land Management—to conduct a brush control project. The project successfully removed sage brush from 2,400 acres. Several thousand dollars were also made available to make operational small irrigation works. The team leader stated that he has noticed an increase in forage

availability for his cattle and that his hay yields have increased because of the two-pronged effort. The committee also executed a river bank stabilization project that utilized labor from the Boy Scouts and other volunteers. More bank stabilization efforts are presently being planned.

Through the use of volunteers and the support of Forest Service staff, the Heritage Committee has developed a Tourist Information Center in a previously vacant structure in Cuba. The new center is staffed by persons hired through the Forest Service Senior Community Service Employment Program. The structure is provided free of charge. Some of the materials available at the center were developed by the Heritage Committee, while others were gathered together from various sources.

The Youth Council also made use of an existing facility and benefited from the support of the Forest Service. It implemented a plan that the council developed to improve the St. Francis Assisi Park and the neighboring Eichwald Community Center. With financial support from the village, the Forest Service and other sources, the park will be improved to include playing fields and a paved parking lot to serve both the park and community center. A fence will be erected to surround the community center and the playing fields.

The Regional Economic Development Committee has not been as successful as the committees already discussed. It was originally conceived as a coordinating and support committee for the other committees, and did not have its own portfolio of projects or programs. The nebulous nature of its mandate and the complexity of its objectives made recruitment of committee volunteers more difficult. For the same reason support funds were difficult to obtain. The lack of support funds meant that the coordinator of the committee,



a volunteer, could not hire staff. Despite these problems, the committee has participated in activities to attract new industry to the area and has held workshops on customer service for local tourist-oriented businesses.

As time has passed, the members of the other committees have been able to articulate their needs better regarding the Regional Economic Development Board and how it should function. Recently, the committee has been renamed and reorganized, and has obtained financial support from the county and Forest Service. The coordinator of the Nacimiento Economic Action Team (NEAT), the new name of the board, will be paid on a part-time basis and will serve as the primary grant writer for the other committees. NEAT is comprised of coordinators of the other committees. It meets on a regularly scheduled basis and several grant proposals have already been submitted under its new name.

The Cuba Project has been successful. In the words of the coordinator of NEAT, "Activity has generated other activity."

The Outsiders Group has never functioned. Despite the inactivity, there has been some support for the Cuba Project from entities outside the community. The State, the county, the Bureau of Land Management, and the Forest Service all have played roles in the continuation and broadening of the project. The Banking Group worked with the United New Mexico Bank in order to increase the services available at the Cuba branch of the bank.

Overall, the Cuba Project has been successful. In the words of the coordinator of NEAT, "Activity has generated other activity." By attempting to overcome the problems identified at the Future Search Conference through means that foster community participation, the Cuba Project has made progress. The action teams will continue to function as problems and possible solutions are identified by residents of the region.

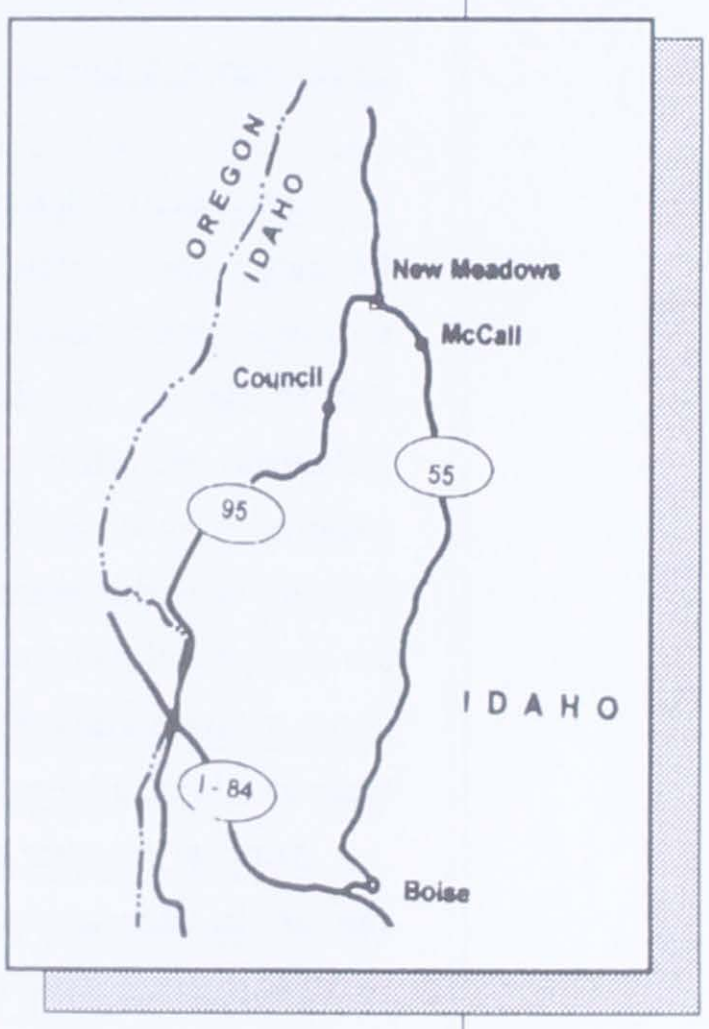
- David Zimet

CASE 7

COUNCIL/ADAMS COUNTY, IDAHO

Background

Council is located in the western side of the State, somewhat removed from any of Idaho's urban centers. Boise, the State's capital, is located 127 miles to the south and Lewiston, Idaho, is 185 miles to the north. Interstate 84, which travels west to Portland, Oregon, and east to Salt Lake City and beyond is 66 miles from Council. Connecting the county and its population centers is U.S. Highway 95, which includes Council's Main Street and serves as the main link between the communities along the western side of Idaho. Tractor-trailer trucks are commonly seen traveling through the town's center. The Union Pacific Railroad uses this same Weiser River valley corridor. The Payette National Forest lies generally to the east, north, and west of the town center. Ponderosa pine is the most typical tree in the area given the moderate amount of rainfall in this valley.



Adams County is sparsely populated and one of the poorest in the State. Its per capita income in 1987 was 74.8 percent of the national average, and its 1988

unemployment rate was 13.5 percent, compared to the State average of 5.9 percent. The county's main source of income comes from timber and the local payroll of the USDA Forest Service, which has Ranger District offices in Council and New Meadows, located to the north along Highway 95. The Boise-Cascade Corporation operates one sawmill in Council employing approximately 50 workers. This mill is linked to two others in another valley by providing rough sawn lumber that is then carried by rail or truck to the other Boise-Cascade mills.

After talking to experts, they concluded that the city's distance from the closest interstate highway and the need for utility and other infrastructural improvements would seriously hinder economic diversification efforts.

Council's only mill employs fewer workers than it formerly did, due to overall lower harvest levels in this portion of the State's forests. However, the Council and New Meadows Ranger Districts are not experiencing the same degree of environmental impact as the remainder of the timber land to the north. In particular, summer Chinook salmon numbers (named for the season when these migrating fish pass by the Bonneville Dam), reduced mainly by hydroelectric power plant losses while migrating to and from the Pacific Ocean, are also adversely affected by timber harvest activities near tributary streams. Most salmon use the tributaries of the Salmon River that drains the northern part of the Payette Forest. However, salmon are prevented from reaching the Weiser River Watershed, which drains New Meadows and Council by the Hell's Canyon Dam on the Snake River. Thus, near-term harvest levels should remain relatively consistent.

Collaborative Activities

Long before Chinook salmon issues entered the region's discussions, Council's leaders were concerned about declining numbers of jobs. Many young workers were forced to leave the area for work elsewhere. In 1982, 30 citizens met to discuss broadening the economic base of Council. They considered industrial recruitment and tourism (there is only one motel). After talking to experts, they concluded that the city's distance from the closest interstate highway and the need for utility and other infrastructural improvements would seriously hinder economic diversification efforts. Further, the city did not enjoy some of the natural amenities characteristic of many of Idaho's communities, such as a lake, a large river, or dramatic views.

Another meeting concerning the local economy took place in 1988 with 80 persons in attendance. This meeting stimulated a process that resulted in some realistic goals, a sense of hope, and some assistance from the local forest ranger. Coinciding with Council's planning efforts was the establishment in 1988 of a

new State of Idaho economic development strategy known as the Gem Community Certification Process, that rewards local governments for economic development preparation results. Upon completion of a detailed strategic economic planning and training program, the State publicly certifies that the city is prepared to undertake economic development. The State grants up to $10,000 for one-half of the program costs and will accept in-kind matches from local governments for their share. The Gem program was just what Council needed.

Historic Union Pacific Railroad station in New Meadows, Idaho, (Adams County) under study for a future use.

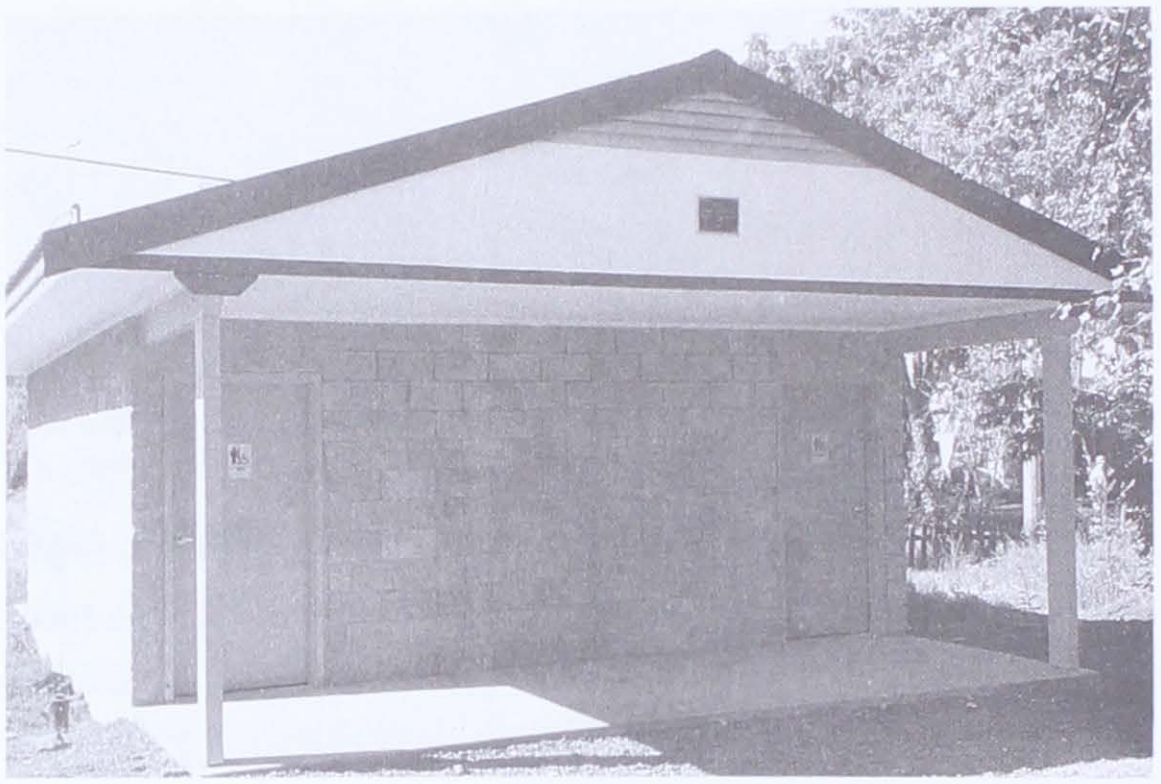
Even though the Gem program is a community-based program, county development organizations provide an optional way of involving more communities under one umbrella. The City of Council, the City of New Meadows, and the unincorporated community of Indian Valley joined with Adams County and Council to form Adams County Development Council, Incorporated (ACDC). This local organization achieved the necessary collaboration to not only receive certification for Council and New Meadows, but also to coordinate the carrying out of plans. Monthly meetings rotate locations among the three communities, thus demonstrating a willingness to work together. ACDC became the bridge between the State and local leaders for economic development purposes.

Strategic Management of Community Development

After certification of both Council and New Meadows as Gem communities, implementation of the strategic plans moved deliberately and steadily. The Gem program provided the stimulus for citizens and their local leaders to work together. The process was joined by State Department of Commerce Gem program specialists and the two local forest rangers. Since the Forest Service has a large presence in these small communities, rangers enjoy potential leadership

opportunities that rangers in more populated and less rural places do not. Of course, there is also the concomitant responsibility not to dominate a local process. Both rangers took an active role in ACDC even though their jobs did not require them to do so. When the Council District Ranger transferred to another assignment, the new ranger became active and soon was elected to a leadership position in ACDC.

Its new policy directs the Forest Service to work with local officials, and money to help implement local economic diversity efforts is provided by the 1990 Farm Bill. In Idaho, where the Gem program left off, the Forest Service rural community assistance monies can fill the gap. The Gem process requires strategic planning, workshops on leadership and improving public services, and on marketing the community to outsiders. It does not fund "bricks and mortar" projects. Conversely, the Forest Service has funds for both plans and

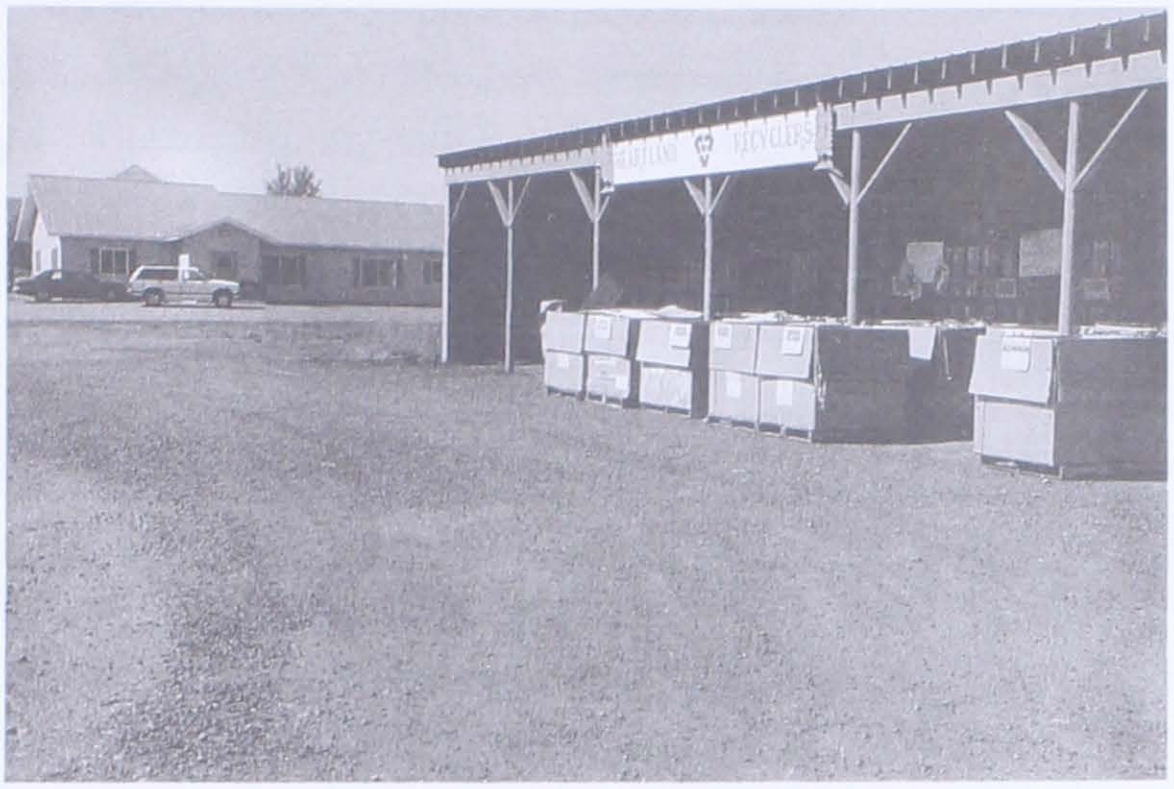


An ACDC coordinated project: public restrooms in the downtown area, completed in time for Independence Day activities of 1994 in Council, Idaho.

implementation, but prefers to use the limited funds for carrying out strategic plans already in place.

In New Meadows, this partnership resulted in a new Senior Center and an architectural feasibility study for renovating the old Union Pacific Railroad station. In Indian Valley, a dry hydrant fire fighting system was constructed. In Council, a number of projects are underway. ACDC rents a building from the Forest Service in which it operates a visitor information center staffed with volunteers. ACDC acted as a facilitator between the U.S. Economic Development Administration (EDA), the state Community Development Block Grant

program and local officials to successfully obtain grants to replace old water and sewer lines. Also in Council, public restrooms were constructed in downtown just in time for the 1994 July 4th annual celebration. A county-wide program was designed to convince the residents to recycle household wastes by providing a conveniently located drive-through building in Council and in New Meadows.



Low-cost drive-by recycling center in New Meadows, Idaho, similar to one in Council, coordinated by ACDC.

The program has been so successful that it not only reduced the need for a landfill expansion, but the county's recycling efforts also convinced the State of Idaho to

Federal grant sign announcing State and Federal funding for water and sewer line project in Council, Idaho, coordinated by ACDC.

The program has been so successful that it not only reduced the need for landfill expansion, but the county's recycling efforts also convinced the State of Idaho to reclassify the landfill to a minor landfill status, thus reducing the amount of restrictions and cost relating to its operation.

reclassify the landfill to a minor landfill status, thus reducing the amount of restrictions and cost relating to its operation.

Measuring Success

. . . always require a sponsor for each project and require the sponsor to be a member of ACDC . . . Thus, each new project could not be "dumped on" ACDC and forgotten.

In all of its working partnerships, ACDC maintained one unflinching policy: always require a sponsor for each project and require the sponsor to be a member of ACDC, at a $10 per year assessment. Thus, each new project could not be "dumped on" ACDC and forgotten. The sponsoring group would take responsibility for management and maintenance once ACDC was able to help stimulate the needed change. Using this technique, ACDC is able to solve some initial problems, coordinate detailed plans, help assemble resources and then step back to let the sponsor take the lead role. Then ACDC is free to redirect its effort to another possible project. Some members of ACDC soon developed a skill for networking and knowing whom to contact to get certain things done.

One other element of economic development needs to be mentioned. If Council is to successfully attract retirees, and it is beginning to do that, its acute health care system must be adequate in the minds of these prospective residents. The same can be said for prospective employers. Council has a small county hospital, and through a concerted local effort it is being modernized and expanded. A full-time administrator and nurse practitioner were recently hired, and a physician is being recruited. Each additional physician arriving into the community will, in turn, generate new business for local merchants. The administrator and the hospital board, which includes an ACDC member, is studying the possibility of expanding to mental health services, thus capturing Federal money now going to other places because Adams County has no such facilities.

Adams County's communities have learned through ACDC that many small success stories can add up to the equivalent of one big one.

Adams County's communities have learned through ACDC that many small success stories can add up to the equivalent of one big one. Population increased during the last year according to the hospital administrator, and this could be one indicator that development efforts are working.

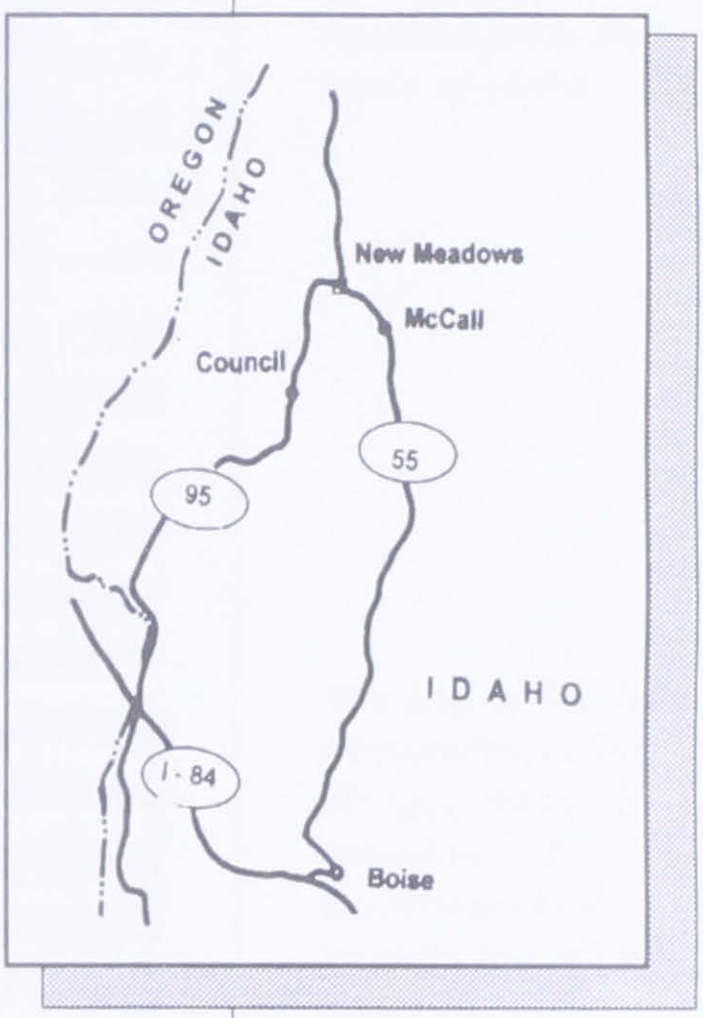
- William K. McAllister

CASE 8

MCCALL/VALLEY COUNTY, IDAHO

Background

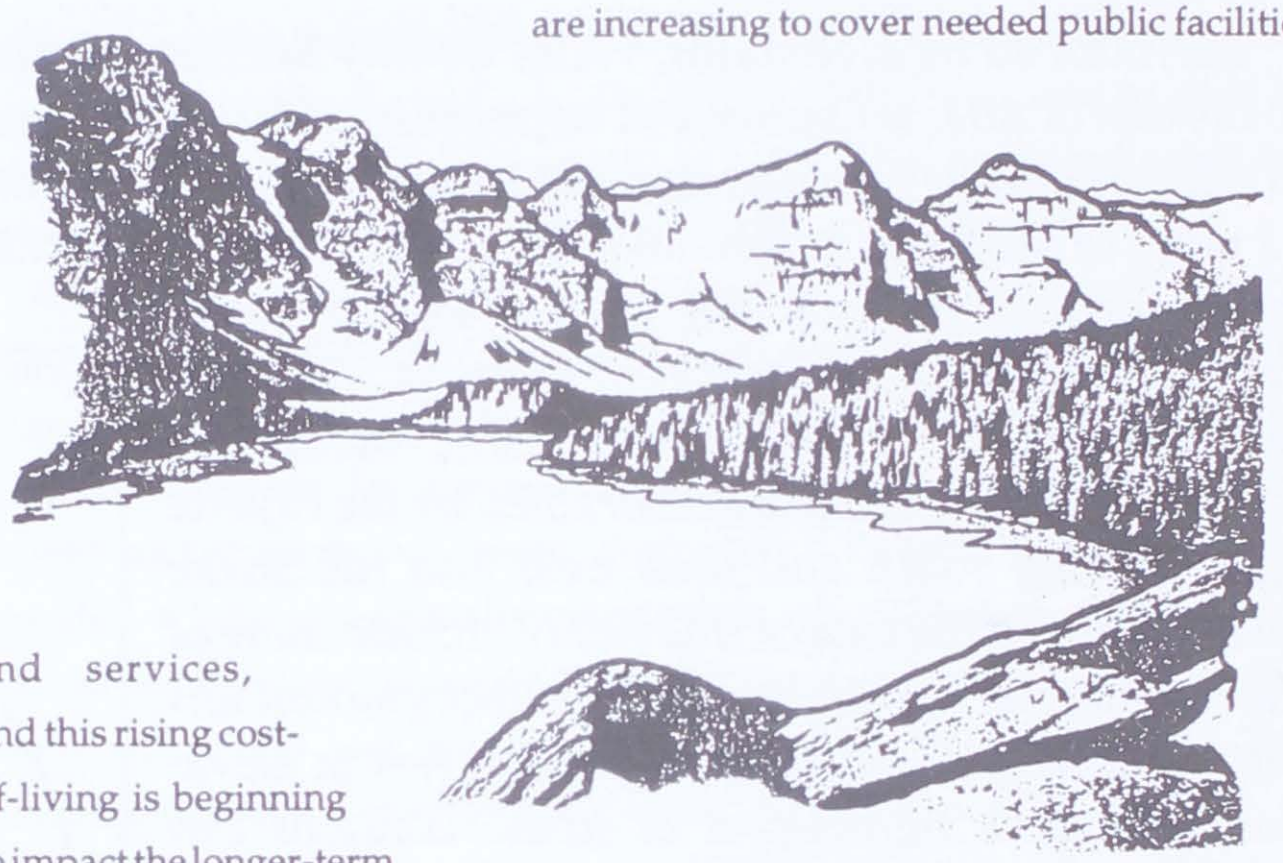
Surrounded by mountains, Valley County lies immediately to the east of Adams County, but its population is concentrated in a different valley aligned along State Highway 55. McCall lies 12 miles to the south of New Meadows (at Highway 95) and 28 miles north of Cascade, the county seat of Valley County. The State's capital city, Boise, is 109 miles south of McCall on Highway 55. The valley that includes McCall and Cascade is drained by the Payette River flowing south and then west into the Snake River. Lands to the east of this valley include some of the roughest terrain in the northern Rocky Mountains with mountain peaks exceeding 9,000 feet in elevation. A sizable mid-region of Idaho contains few human inhabitants and is managed by the USDA Forest Service through several national forests, including the closest one, the Payette National Forest.



A unique surface feature that distinguishes McCall and serves to attract both visitors and retirees is glacially-formed Payette Lake. The lake's large natural dam consists mostly of the assorted rocks and gravel deposited by a melting glacier at its southern terminus. The Payette River feeds the lake and continues downstream, leaving a clear body of water and a built-up urbanized dam area that is the site of much new commercial growth. McCall is the largest community in the county with approximately 3,000 permanent residents and 10,000 summer residents. The largest number of summer residents

probably live in the Boise area, but increasing numbers from California are visiting and subsequently retiring in McCall.

Historically, McCall and the rest of Valley County have been dependent on timber, mining, and some agriculture. Since the shutdown of the last sawmill in McCall in 1977, which paralleled a decline in agriculture, Adams County's people have experienced declining average per capita incomes and a gradual exchange of resource-dependent jobs for retail and service jobs associated with a growing recreation and tourism industry. Valley County's population grew 21 percent during the 1980's to 6,109 in 1990, and much of this growth is due to the influx of retirees. Two national business oriented magazines recently listed McCall as a top rated resort investment. As a result of recent growth, local taxes are increasing to cover needed public facilities and services, and this rising cost-of-living is beginning to impact the longer-term residents and lower income employees of the tourism businesses.



Over 88 percent of Valley County's land is managed by the Forest Service, and 84 percent of that is forested. However, the decline in harvesting on national forests in the Northwest in general has been even more devastating to the local economy in Valley County because there are few other close-by forest resources capable of filling the gap. National forests in the central part of Idaho not only provide homes to four protected species (Summer Chinook Salmon, Gray Wolf, Bald Eagle, and the Peregrine Falcon), but Idaho's national forests also provide a proportionately larger share of wilderness lands where no trees can be harvested. Thus, Valley County's overall economic dependency on the timber industry, which was 62 percent in 1992 is expected to steadily decline.

Organizational Setting

Similar to the Adams County, Idaho, experience, Valley County's success at organizing for economic diversification was stimulated both by a collective desire to gain control over the area's destiny and by the encouragement received from the State of Idaho. The Idaho Department of Commerce's Gem Community Certification Process provided the vehicle for citizen participation. In 1990, first McCall, then the towns of Cascade and Donnelly joined with Valley County to form an overall board of directors known as Valley County United Economic Development, Incorporated (VALUED). Each separate community also organized an economic development "action team," and these three groups plugged directly into the Gem program, each acquiring certification for their cities.

Valley County's success at organizing for economic diversification was stimulated both by a collective desire to gain control over the area's destiny and by the encouragement received from the State of Idaho.

Supplementing the local-State relationship is a local-Federal one, especially with the U.S. Department of Agriculture. The Natural Resource Conservation Service, formerly the Soil Conservation Service, sponsors the five-county West Central Highlands Resource Conservation and Development (RC&D) organization that includes both Valley and Adams Counties. Although in existence for only 3 years, this group has provided technical assistance directly to small communities and organizations, including grant writing assistance to public and private sources. The Forest Service has two offices in McCall, the Payette National Forest Supervisor's Office and the McCall Ranger District office. Grants for rural community assistance are distributed on a priority basis from the regional office in Ogden, Utah, directly to local government organizations.

The city of McCall, more than any other entity of VALUED, demonstrates the struggle between maintaining environmental quality and small town character while at the same time trying to serve increasing numbers of visitors and new residents. The higher the income of the newcomers, the more service is requested and the larger the gap potentially becomes between the long-time and recent residents. A clue to the dynamics of income in the McCall area is reflected by the quality of the local acute health care system. There are 12 full-time medical doctors affiliated with the local 21-bed hospital. The facility is well-equipped and has plans to expand to serve a growing clientele. In contrast, Council, Idaho, less than 1 hour away from McCall, has one medical doctor and one physician's assistant. In McCall the enthusiasm for quality is not surprising considering the natural amenities of the area, not the least of which is Payette Lake. Many of the volunteers for the planning and implementing process represented by VALUED and its action committees are a mix of new and long-time residents. The newcomers bring new ideas and, in the case of retirees, much unscheduled time

The city of McCall, demonstrates the struggle between maintaining environmental quality and small town character while at the same time trying to serve increasing numbers of visitors and new residents.

to donate. The long-time residents provide a sense of history and healthy conservatism calling for quality over quantity. The city has strict zoning and building codes, and is desirous of more long-range planning. Consistent with the city's goal of economic diversification, the Idaho Gem program adds a strategic economic planning and development component. The USDA Forest Service, which has shown increasing sensitivity to rural community needs, incorporated the Gem process into their economic diversification efforts in rural Idaho and added some money for plan implementation from the 1990 Farm Bill. The local forest ranger has volunteered to be an active member of the VALUED team.

McCall is making the transition from a lumber town to a recreation center by developing attractions of interest to fishermen, trail bikers, and hikers.

The Collaborative Process and Its Results

Before McCall submitted their Gem community economic plan to the State, leaders made extra efforts to involve the public in the decisionmaking process, hoping to receive comments from as many persons as practical on the recommended improvements and expenditures in the plan. In October 1991, the McCall action team submitted their plan for 1992 to the State, and it was approved. In 1992, the first action year, the McCall action team developed a partnership with the local chapter of Trout Unlimited, received a grant from the Forest Service for $20,000 (the Idaho Gem Plan satisfied the Forest Service regional office's requirement for an action plan), and constructed a net pen for growing trout fingerlings prior to their release into Payette Lake. The larger fish have a better chance of survival and provide the town with an opportunity to attract fishermen to stay for more than a day. Trout Unlimited has agreed to manage and advertise the project to fishermen. The idea has been implemented in another Idaho lake with success, and the local Natural Resource Conservation Service office thought it might work in Payette Lake.

Also in the first year VALUED initiated the Payette Lake Trail Project, which, when completed, will encircle the lake with a bike and hiking trail. VALUED organized a nine-member committee to plan, design, and acquire funding for the trail. The city will undertake construction of its share, about 75 percent of the total 14.15 mile length, when public donations meet the $100,000 local cash share of the project. The Idaho Department of Transportation has agreed to provide a $700,000 grant and the county an in-kind material match of $150,000.

A selected list of additional accomplishments by VALUED includes the following: 1) provided the leadership for the formation of the Mayor's Commission on the Arts and Humanities, which is now functioning on its own and sponsoring visual and performing arts events; 2) helped form a land trust to receive land donations and conservation easements of environmentally sensitive lands; 3) applied for a grant to complete the city's first comprehensive plan; 4) applied for a grant to complete the city's first downtown plan; 5) formed an ongoing committee to study community appearance and entry signs and the effectiveness of existing city ordinances on city appearance; 6) helped the county plan a county-wide recycling program, especially important with the influx of visitors to McCall; 7) and received from the Forest Service a $24,000 grant to investigate the total cost of rehabilitating a historic State forestry fire suppression training school into a museum and visitor's center, to be operated by the

McCall, Idaho, Visitors' Center and Museum located in historic Idaho Forestry Training School, a project coordinated by VALUED.

Central Idaho Interpretive Museum and Visitor's Center. The multiacre former training site located in the downtown area was given to the city by the Idaho Land Board for local development. Spinning off projects to other groups allows VALUED to redirect their increasing skills at problem solving and resource acquisition to new situations. VALUED provides a local vehicle for citizen participation at a time when the area is troubled by the impacts of fast growth. Leadership development has become one of VALUED's most important products.

- William K. McAllister

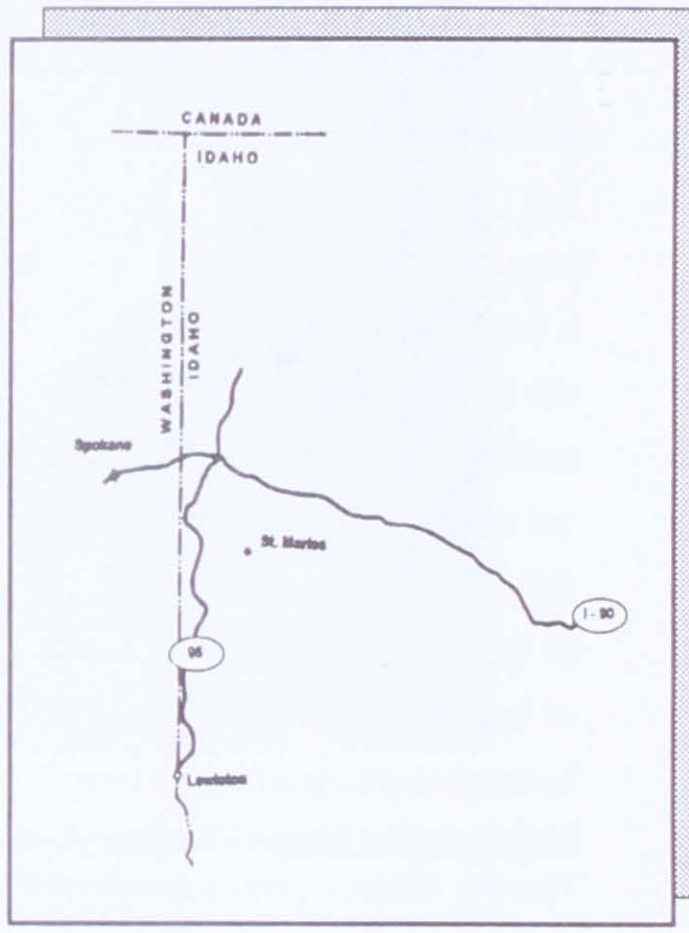
Leadership development has become one of VALUED's most important products.

CASE 9

ST. MARIES, IDAHO

Background

The city of St. Maries, the county seat of Benewah County, is located in the Idaho Panhandle in the St. Joe River Valley at the confluence of the St. Joe and the St. Maries Rivers. These waters pass by the City of Spokane, Washington, and help feed the vast Columbia River system on its way to the Pacific Ocean. A short distance downstream lies Coeur d'Alene Lake, a major recreation area. At the southern end of the lake, 6 miles from St. Maries' city limits, is Idaho's largest State park. Highway 95 is 19 miles west of the city and Interstate 90 is 33 miles to the north. Spokane, the largest economic center in the region, is 55 miles away to the northwest, and Lewiston, Idaho, is 92 miles to the south. Located between St. Maries and the western border of Idaho is the Coeur d'Alene Indian Reservation. Also, the Idaho Panhandle National Forests command a dominant presence throughout the panhandle region of Idaho. There is a USDA Forest Service ranger district office in St. Maries. The dominant



softwoods growing in the area include a mix of grand fir, Douglas fir, and western red cedar. The once dominant white pine has been reduced significantly by blister rust and turn-of-the-century railroad logging.

Logs from log truck being gathered for float to the sawmill.

Historically, the City of St. Maries grew because this site is a logical collection place for inexpensive water transportation for timber harvested from upstream forests. But the 30 inches of precipitation each year, much of which falls as snow, is not

Logs roped together on the St. Joe River floating to mill in Coeur d'Alene, Idaho.

sufficient to support the transportation of logs from the mid-summer to winter period, especially in the higher elevations. The "off-season" was especially difficult on the forest-dependent families and the area's economy. Nevertheless, St. Maries has enjoyed a relatively continuous history of timber-driven economies. A mill site in the city next to St. Joe River has contained an active sawmill since the turn-of-the-century, except in the mid-1930's during a stalled economy, and in the early 1960's due to a mill fire. Today, more than 65 percent of all jobs in Benewah County are tied directly to the timber industry. Half of the remaining jobs are timber-dependent, such as those associated with trucking, rail, and tug boats. And the highest paying jobs are, and have been, in the lumber sector of the economy.

The largest wood processing firm in the St. Maries area is owned and operated by the Potlatch Corporation. Of its 7,200 employees nationwide, 350 work at its St. Maries Complex, making it the area's largest employer. This site is one of five operated by this company in Northern Idaho. Highly capitalized firms such as Potlatch must compete for a declining resource base by using technology to both stretch its raw materials and reduce its costs. At its St. Maries' site, three separate operations produce plywood, finished lumber, and chips for Potlatch's particle-board plant and paper mill in Lewiston. The main operations of the plywood and sawmill sites are computer-controlled to maximize wood usage and processing time. The mill accommodates a wide range of size and quality of logs, and waste products not used for paper are recycled on site for energy needs. Potlatch also owns extensive timberlands on which it applies the latest methods of growing trees. (More than 70 percent of their raw material comes from their own land.) Wood processors such as Potlatch, that own most of the needed raw materials, are less dependent on Federal lands and Federal land policies.

Even though Benewah County's 1991 per capita income was close to the State average, the county's unemployment rate in 1993 was approximately double that of the State. Recent figures also show that the 18- to 34-year-olds are declining in number and under 6 and 34- to 54-year-old persons are increasing. Overall, the population numbers peaked in the mid-eighties. The city's population was estimated at 2,662 in 1992, and the county at 8,107 during that same

time. Local leaders interpret these and similar numbers to mean that their children who might want to stay in the area could experience job shortages.

Organizational Setting

A turning point for St. Maries was marked by a 6-hour economic development summit held in September 1988. The regional electric power supplier sponsored the event and its main speaker. There, 26 persons agreed on what they thought were the main strengths and weaknesses of their area pertaining to economic development.

Declining job opportunities for young adults are a concern of the community.

The strengths were listed as:

1) a low crime rate,
2) new schools,
3) low taxes, and
4) an enthusiastic labor force.

The identified weaknesses were:

1) poor appearance of the community,
2) a large number of unpaved streets in the downtown,
3) the shortage of sidewalks,
4) lack of industrial sites in the city,
5) declining opportunities for young persons to stay in the area, and
6) leakage of retail dollars to other market places.

The speaker emphasized that communities seeking to diversify their economy need all their subgroups working together and following the same plan. For instance, he noted that downtown merchants need to develop city-wide promotions. Overall, he concluded that no matter what the substance of the plan, St. Maries needed to provide opportunities for its young people. Community leaders continued to meet and refine a series of strategies.

One of the biggest obstacles to deal with was the difference between the citizens' and the leaders' view of the urgency of the problem. How could the progressive leaders undertake a program of economic expansion without the support of the timber-dependent majority, most of whom were not convinced that this sector would continue to decline? At first, forest workers thought diversification efforts were generated by outsiders who did not appreciate forests. Discussions of attracting more tourists created visions of swapping high-paying logging jobs for low-paying service ones. The forest-dependent culture of the St. Maries area has deep roots. This was reflected in decisions to spend tax dollars. For example, one reason all downtown streets were not paved

and had no sidewalks before 1989 relates to the seasonal flow of revenues from the forests and the associated reluctance to borrow long-term for non-revenue producing capital improvements. But technological changes were taking place in all industries, especially in the resource processing sectors, and those to be affected most seemed to be the most reluctant to embrace the idea of collaborative planning.

Traditional perspectives of a forest-dependent culture had to be broadened before diversification efforts could proceed.

The Collaborative Process

The strategic planning sessions of the late 1980's, under the guidance of the State of Idaho's Gem Community Certification process, resulted in the formation of a nonprofit organization called the Greater St. Joe River Development Foundation. The name is intended to convey a regional approach to development. Both county and city leaders joined with hospital, arts council, senior citizen, business, and civic club leaders to prepare a plan of action for the Gem certification. The process was slowed because the basic question of what strategy would address forest related jobs had not been answered. The Foundation responded by adopting the motto "Timber Plus-Working Together" that appears prominently on their letterhead and in their literature, and by emphasizing a balance between retention and expansion of existing industries and the recruitment of new ones. Also, the local District Ranger was instrumental in bridging the gap between those who worked in the forest industry and those pushing for diversification.

"Timber Plus-Working Together" reflects the community emphasis on retaining and expanding existing industries while recruiting new ones.

In August 1991, the Director of the Idaho Department of Commerce came to St. Maries to present the city with its first Gem Community certification before an audience of 200. The foundation board set a goal of a $100,000 budget for the first year. The $10,000 grant that comes with certification was to be a start, but they knew that to keep the process going, an office and a full-time director were needed. After a widespread search, a director was hired in October 1992, who began work in January 1993 in a renovated office on Main Street. With a professional in place, State and Federal agencies, local industries, and industrial prospects had a consistent point of contact. Since then, the Forest Service has allocated five rural development grants to the foundation for 1) office startup, 2) a convention center feasibility study (the consultants concluded that the timing was premature), 3) welcome signs and maps, 4) a detailed topographic analysis of a new industrial park, and 5) well testing for the industrial park site.

Much has been accomplished since the foundation was formed. All downtown streets are paved, a river park is complete due mostly to the efforts of local industries and volunteers, sidewalks line downtown streets, the turn-of-the-century Hughes Historic House on Main Street was renovated for a museum and visitor center, and a historical forest interpretive center was completed by the Forest Service with the aid of local volunteers. The St. Maries Council for the Arts has hired a half-time director and conducts several events each year. The local hospital is planning to add a physical therapy wing (there are 10 medical doctors, 2 physician's assistants, and 12 visiting specialists). A new collaborative spirit has infused St. Maries with a vision and a strategic plan to get there. In 1994, the Idaho Department of Commerce selected St. Maries and five other localities to develop a uniquely tailored tourism strategy—they selected a

A new collaborative spirit has infused St. Maries with a vision and a strategic plan to get there.

St. Maries Visitors' Center in the historic Hughes House, built as a log home in 1902.

timber story line as most apropos. Several false starts, one that could have angered the forest dependent community of interest by appearing to put them to the side, and one that might have jumped too soon into a major public investment based on attracting conventions and tourists, serve to reinforce the direction now taken.

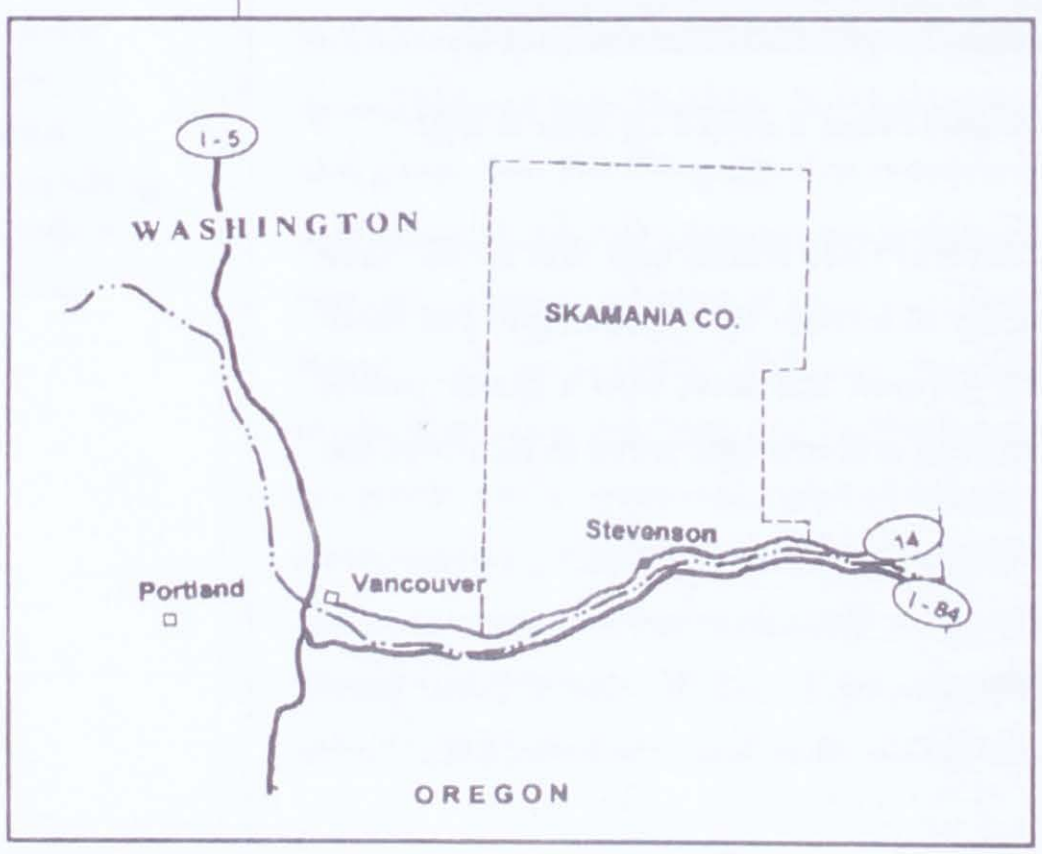
- William K. McAllister

CASE 10

STEVENSON and SKAMANIA COUNTY, WASHINGTON

Background

Stevenson, the county seat of Skamania County, overlooks the famed Columbia River that defines the boundary between the States of Washington and Oregon. In Skamania County, Stevenson is joined by only one other incorporated place, the city of North Bonneville, which is located near the Bonneville Dam and several unincorporated villages. The county's current estimated population of only 9,000 persons and its rural character disguise its potential for growth based on its regional location and surrounding amenities. Stevenson, which is located within the populated southern portion of the county, is 44 miles east (upstream) of downtown Vancouver, Washington. State Highway 14 connecting Stevenson and Vancouver is mostly 2-lane, which reflects its rural character. Portland, Oregon, which claims a strong influence on nearby Vancouver, is approximately the same travel



time downstream from Stevenson using a toll bridge over the Columbia River and Interstate 84. Both Highway 14 on the north side and Interstate 84 on the south side of the river have an active railroad running close by.

The backdrop of the Columbia Gorge is significant to the story of the economic diversity of Stevenson and Skamania County. The Gorge was formed when the east-west flowing river cut through the north-south Cascade Mountains. The Cascades define the local climate to their east within the States of the Pacific Northwest Region and in the Province of British Columbia by forcing the prevailing westerly winds laden with moisture from the Pacific Ocean to rise. In the higher, cooler air, rain is released on the west side, and the resulting climate becomes progressively drier beginning immediately to the east of the Cascades. Skamania County is located, for the most part, on the wetter western slope known for its productive forests, characterized by Douglas-fir, hemlock, and cedar. Thus, Skamania County enjoys a variety of topographic and resulting climatic zones. The only flat area conducive to industry is a narrow strip along the shore of the river. Northward, the varying slope, first gradual, then steep, provides dramatic views of the river valley. Stevenson is located along the Highway 14 corridor in the less steep zone.

Except for this area near the river, the remainder of the county is sparsely populated and consists mostly of forest. A large portion of the northern part of the county along both sides of the Cascades lies within the Gifford Pinchot National Forest. This forest includes not only one of four USDA Forest Service tree nurseries located in the States of Washington, Oregon, and Idaho, but also the Mount St. Helens National Volcanic Monument, a new tourist attraction.

The Columbia River Gorge National Scenic Area

Protecting the physical beauty and uniqueness of the Columbia River Gorge within the context of two different State laws fell to Congress in 1986. That same year, Congress passed

. . . the Columbia River Gorge National Scenic Area Act . . . established a means of protecting the gorge as a national resource while providing for selective growth and development.

the Columbia River Gorge National Scenic Area Act (PL 99-663) that established a means of protecting the gorge as a national resource while providing for selective growth and development. The jurisdiction, the National Scenic Area (NSA), consists of parts of three counties on each side of the river. (Skamania County occupies the middle position of the three north-bank counties.) The Columbia River Gorge Commission (CRGC), formed in 1987 by interstate compact, is charged with developing the Management Plan covering the entire scenic area and ensuring its implementation. Although the plan includes a detailed land use regulation provision, the economic development incentives are more relevant to the subject of this case study. The restrictions necessary to protect the scenic area have been combined with economic incentives to encourage the counties to adopt local ordinances to implement the Scenic Area Act. The Act calls for the Secretary of the U.S. Department of Agriculture to approve the State plans that apply to the gorge.

Economic Events

Like all national forests in the Northwest, the Gifford Pinchot has recorded sharp drops in timber harvesting. Total timber harvests peaked within the county in 1986 at over 460 million board feet, and dropped to only 124 million feet in 1992. These drops were directly and indirectly responsible for the closing of all wood processing plants in the county, except for one sawmill in the village of Carson. The area never quite recovered from the housing recession of the early 1980's that followed the general recession of the late 1970's. During this period, two large construction improvements to the nearby Bonneville Dam gave temporary boosts to the local economy. From 1975 to 1982, the dam doubled its hydroelectric capacity. Another construction project completed in 1992 enlarged the locks system to facilitate more boat and barge traffic.

Organizational Context

In the summer of 1986, 25 local residents came together to create THRIVE I, a committee that met regularly to develop a set of goals for Skamania County. According to the Community Strategic Plan and 1994 Work Plan prepared by the Skamania County Community Action Team, four goals were identified: 1) increase the variety of job opportunities by promoting the growth of existing

business, 2) provide economic diversity by encouraging the development of new industry and business, 3) involve county residents in planning their economic future, and 4) enhance the natural environment and market it as a primary asset.

The THRIVE goals were formally adopted by the Skamania County Board of Commissioners in November 1987. These targets dovetailed with the incentives that were stipulated in the Scenic Area Act at that time period. These incentives included:

- $10 million for recreation development,
- $5 million for an Oregon interpretive center,
- $5 million for a Washington conference center,
- $2.8 million to restore the historic Oregon scenic highway, and
- $5 million each to Oregon and Washington to make local and regional economic development loans and grants consistent with State plans.

In addition to the efforts related to scenic sites, the county investigated the possibility of developing its own Interpretive Center. It was to be independent of the one that was to be sponsored under the Scenic Area Act. Funds were sought from the State to design and develop the center.

The economic downturn of the early 1980's had long-term effects, so that when in 1989 the harvest levels in the national forest declined, an already weakened economy was devastated. As before, the community came together and THRIVE II was created in 1992. The 1990 Farm Bill assisted with the next level of strategic planning, leading to an action list of five priority projects. The Community Action Team identified the following projects for their first action year. Four of the five were accomplished by the year's end.

- ***Industrial Building Construction:*** The Community Action Team placed a caveat in the project that stated it would be "contingent upon advance marketing and assurance of occupancy." (Project not completed.)
- ***Business Resource Center:*** The Skamania County Business Resource Center opened as an adjunct of the Economic Development Council on April 15, 1993, with the assistance of a $16,000 Department of Community Development grant.
- ***Comprehensive Plan and Capital Facilities Plan:*** The comprehensive planning process is underway through the Carson Community Council with assistance from the Skamania County Planning and Community Development Department.
- ***Trail Construction:*** Phase one of the $570,000 project was completed in November 1993, made possible with a $70,000 Intermodal Surface

Transportation Efficiency Act (ISTEA) grant. Engineering for phase two is underway through a $65,000 USFS grant. Additional funding for construction has been obtained through ISTEA ($40,000) and the State Community Economic Revitalization Board ($225,000).

- ***Target Industry Analysis:*** *A Competitive Advantage Analysis for Skamania County, Washington,* was completed in June 1993. The study included a sector by sector industrial analysis and a listing of business prospects matching the target industry characteristics. The Skamania County Economic Development Council (EDC) has developed a recruitment brochure specific to one of the identified sectors. The EDC has implemented a recruitment effort to attract these firms.

The successes that the City of Stevenson and Skamania County have experienced are due, in great part, to collaborative planning.

Measures of Success

The successes that the City of Stevenson and Skamania County have experienced are due, in great part, to collaborative planning. For example, the direction that developed out of THRIVE I led to the successful competition for Scenic Area Federal funds. (Klickitat County, immediately to the east, was an unsuccessful competitor.) The county was also willing to take some risks in order to reach some of its goals. The county advanced the $5 million that Congress had set out in the legislation, which had been allocated to the lodge and convention center in Skamania County, but the money failed to appear. It is doubtful that county officials would have been able to be as flexible as they were without community support. That support was evident and forthcoming because of THRIVE I. Most of the $22 million required to develop Skamania Lodge came from the private developer who now manages the lodge, but if not for the willingness of county officials to, in essence, loan money to the project, the outcome might have been different. (The Federal Government eventually reimbursed the county in mid-1994.)

The community support shown in THRIVE I AND II gave county officials the confidence to take some risks to reach its goals.

In the words of a county resident, the lodge is "the first significant industry to arrive in the county other than timber and wood products." The lodge opened February 26, 1993, and has been very successful. The occupancy rate was projected to be 74 percent for 1994; however, the rate during the summer of 1994 was over 90 percent. The lodge employs over 200 local residents, yet remains physically isolated from the rest of the City of Stevenson. In order to bring visitors from the lodge into town, the city has led an effort to build a 0.5 mile walking trail. The project, named Pathways, has also helped to solidify a

strategic planning effort similar to that of the county. The primary objective of this planning is to maximize the positive spin-offs from the lodge. The State of Washington's Department of Economic and Community Development sent a planner to guide the planning process in the beginning. In addition, the city has worked with the county on broad-based community and economic development issues.

The Skamania County Interpretive Center, a $10 million project, is located between the lodge and the city, and will open in early 1995. It utilizes county, State, and county bond obligations, although no funds from the Federal Government or Stevenson are included. In comparison, work on the Scenic Area-funded center in The Dalles, Oregon, has not yet begun. The delay in the initiation of the latter project is noteworthy because The Dalles was awarded the site at about the same time that Skamania County was named as the site for the conference center (Skamania Lodge). Thus, the efforts put forth by the residents of Skamania County to meet the challenges of the present and to control their future have been beneficial in another case.

Discussions at the community level have continued. The Forest Service has sponsored and supported a Skamania County Community Action Team. This organization has been able to build upon the THRIVE experiences, and includes representatives of a wide variety of public and quasi-public organizations (Skamania County Economic Development Council, for example) at the city, county, and regional level. The Community Action Team has 34 members and has 80 percent attendance at its meetings. The team has produced and distributed a Strategic Plan and 1994 Work Plan.

The Community Action Team (a recent concept encouraged by the Forest Service) has become the grass roots umbrella under which county and city, with State and Federal help, can create and implement economic and community development strategic plans.

- William K. McAllister and David Zimet

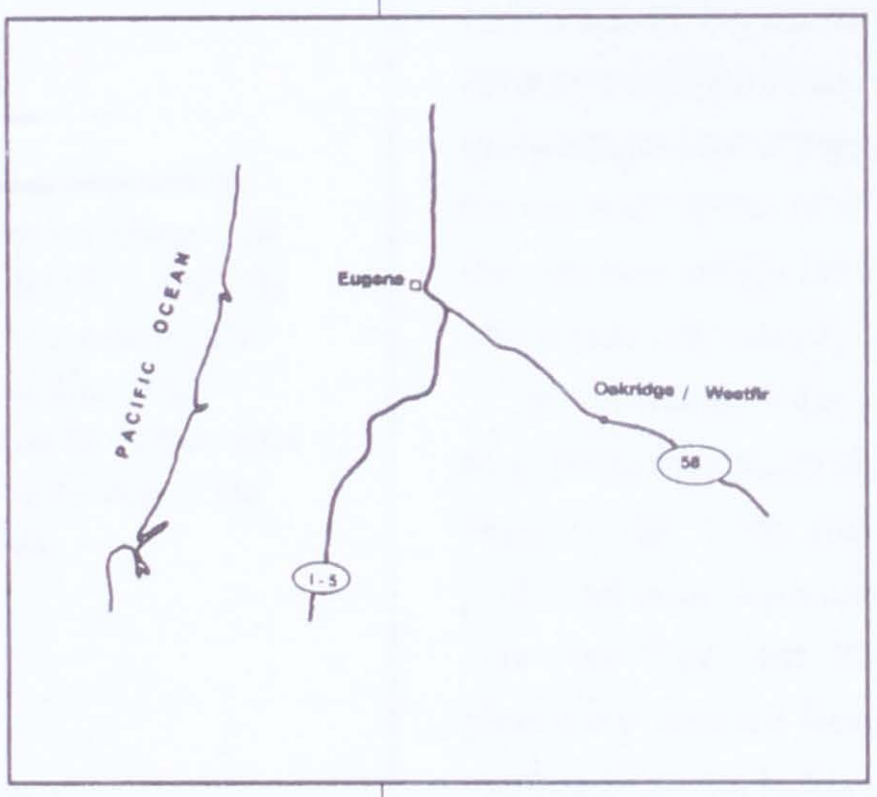
"the lodge is the first significant industry to arrive in the county other than timber and wood products." The occupancy rate in the summer of 1994 was over 90%.

CASE STUDY 11

OAKRIDGE, OREGON

Background

The City of Oakridge, Oregon, is located in the eastern section of Lane County. Eugene, situated to the northwest, is the largest city in the county, the site of the University of Oregon, and the county seat. Oakridge is located on the western slope of the Cascade Mountains and is surrounded by the Willamette National Forest. Westfir, adjacent to Oakridge, is the only incorporated place nearby. Highway 58 traverses the county through Oakridge and connects Eugene to a ski area. The timber industry was, until recently, the major industry in Oakridge. Because of outdoor sports and recreation — fishing, hunting, boating and hiking, for example — tourism has also had an economic impact upon the Oakridge area.



Project Description

The Oakridge Economic Development and Diversification Program is a community action and development program. It is not a specific project, but a group of community-based activities. Most of the

activities have been conducted under the auspices of the Community Response Team (CRT), a committee of local volunteers.

The economy of Oakridge has been tied to timber for almost the entire twentieth century. Intensive timber operations did not start, however, until after World War II. Two large sawmills operated in the region, one in Westfir (Hines Lumber Company) and one in Oakridge (Pope-Talbot). Each employed 500 to 600 people and supported a large amount of ancillary economic activity. Neither mill, however, owned enough

Oakridge Ranger District sign along Highway 58 near Westfir and Oakridge Oregon.

timber land to satisfy the capacity of their mills. Each was thus dependent upon the national forest to meet its needs. In 1977, the Hines Lumber Company closed because of the rising cost of Federal timber. (The mill in Westfir has remained vacant and unused since it was closed. In a series of fires in the 1980's the mill buildings were destroyed.) This marked the beginning of the search for economic alternatives.

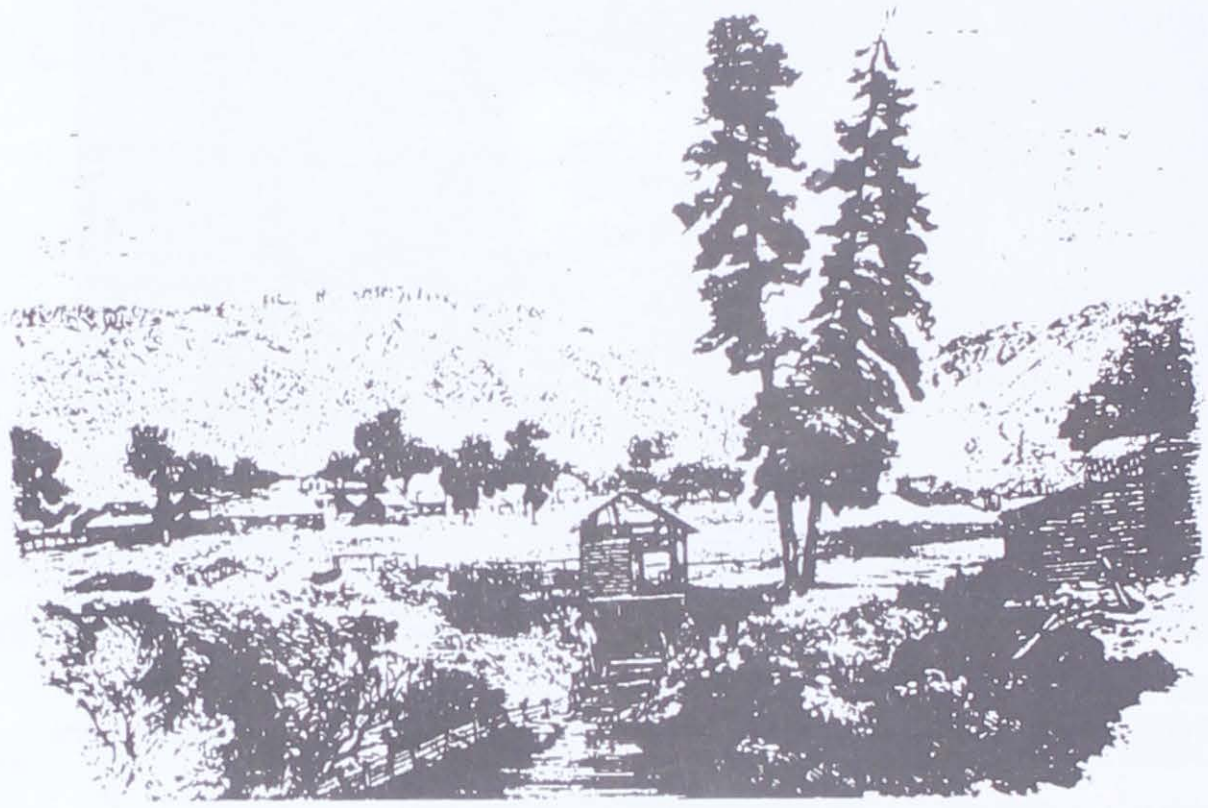
It was not a long-lived or extensive search. The Economic Development Committee that was formed to meet the crisis functioned from 1978 to 1982. It dissipated before it generated anything more than ideas. The three major alternatives that it generated were: 1) creating a geothermal heating

district; 2) employee ownership of the mill; and 3) developing an industrial park on railroad property.

"We need something. We need young people and families working" . . ."The county will not be turned around on minimum wage."

None of the alternatives was developed into projects. Since the Pope-Talbot mill was still in operation and had even increased output, the Economic Development Committee probably felt reduced pressure to fully develop an alternative.

In 1986, the Pope-Talbot mill closed for 6 months. The closing was a result of a strike and of a supply shortage of old-growth trees. Economic diversification became an important topic once again. An Economic Development Board (EDB) was created in 1986 and had 35 active members. Pope-Talbot decided to accelerate the cut of its own land. Thus, a timber harvest record was set in 1988.



As a result, interest in the EDB waned again. In July 1989, Pope-Talbot announced its intention to sell to the Bald Knob Company. The sale was completed, but sufficient number of large trees for the new owner was not assured. Additionally, the Forest Service designated the Northern Spotted Owl as a sensitive species, thus triggering a program to protect its habitat, the Douglas-fir forests along the west side of the Cascades. (The U.S. Fish and Wildlife Service listed this species as endangered in 1990.) The new owners closed the mill permanently in 1992 because of supply problems.

"We need something. We need young people and families working," stated the owner of a timber outfitter shop. He also stated that, "The county will not be turned around on minimum wage." These statements summarize the

economic needs of Oakridge. According to the City Manager (who came to Oakridge in 1988), there has been some growth in recent years. There are presently more businesses in Oakridge than there were in 1988. School enrollment also has increased from 866 students to 920 during the period. Tourism has increased, especially through the efforts of the city to host special events such as a trail bike (bicycle) rally and special youth activities. The growth has not been accidental.

A partial explanation for the acceptance of visitors and new residents is the openness of the community. New residents are not only accepted, but their participation in community life is welcomed. The annual Mount Fuji Friendship Hike is only one of several concrete examples of such openness. The Friendship Hike is an event during which the community gives special recognition to Japan. Visitors from Japan are hosted by the community, and a hike and picnic are held on Mount Fuji (Mount Fuji is so named because of its similarity to the mountain in Japan.) The community-based Oakridge Diversity Committee (ODC) is another, more general example. The ODC is a community effort to promote the recognition of diversity in the town and to assure that the smaller or under represented elements of Oakridge—African American, Jews, women, and homosexuals, for example — are included in community life. The current mayor has gone outside the town to promote it as a good place to live and to do business. He has received approval from many in the community, even past opponents, for his actions.

Oakridge has a long history of community participation. There is a 40-year-old annual Tree Planting Festival that is held the first week of May. Thus, the ODC was not perceived as an odd endeavor by residents, nor has the mayor encountered difficulty when promoting citizen-based committees and volunteerism. The Community Action Planning Committee, which was organized by the City of Oakridge, has several active and important subcommittees of which the mayor spoke highly. He claimed that the leadership has come from various individuals in the community, especially from the city manager, who has been assertive in seeking outside funding to promote the economic well-being of the town.

Measures of Success

As with many community development projects or programs, some of the outcomes of the Oakridge Community Response Team and overall development efforts have been more qualitative than quantitative. There have also been

tangible products, however small and tentative, that have been to some extent responsible for the growth that has been experienced over the past few years.

Despite the downturns in the timber and related industries and despite the early nonproductive experience with the Economic Development Committee, the town has reacted in a positive fashion to the challenges it has faced. In 1989, Oakridge conducted a SWOT analysis (see page 80) with the assistance of Community Initiatives (now Rural Development Initiatives, Inc.), a State program that gives technical support to rural community development activities. The development of the Community Response Team (CRT) was an outcome of the analysis. The CRT has taken an active role in development activities since its creation.

The history of the Westfir Mill served to convince the community that the future use of the Pope-Talbot Mill site must not be left to chance.

As a demonstration of community pride, the CRT placed large planters or flower boxes around town, built by volunteers. The effort was minor in terms of money spent, but had an immediate direct impact on the local economy. Since then, a local business has taken on this project and employs several people. The boxes are sold regionally and locally through garden shops. The city obtained a grant from the USDA Forest Service on behalf of a pallet producer for a pallet disassembling machine. The machine has enabled the business to reuse pallets more efficiently to produce new pallets. The company, which is located at the old Pope-Talbot mill site, now employs 20 people on a full-time basis.

The mill site, however, remains problematic. The history of the Westfir Mill served to convince the community that the future use of the Pope-Talbot Mill site must not be left to chance. A task force of the CRT has become responsible for overseeing the process that will determine the use and development of the site. Through Lane County ($0.7 million), the Economic Development Administration of the U.S. Department of Commerce ($0.6 million), and the USDA Rural Development Administration ($1.0 million) and Forest Service ($0.1 million), almost $2.5 million has been made available to the community for the purchase and development of the site. Proposals for creating a development plan and overseeing its implementation have been submitted by several engineering companies for review by the task force.

The development and use of the mill site is of great importance to Oakridge. It is unlikely, however, that even with successful redevelopment of the mill site historic employment levels will be reached. In the words of the former mayor, presently a garden store, flower, and gift shop operator, "If we continue our history we can't depend upon the future." Under present and projected conditions, the recreation, tourism, and retirement industries are of increasing importance. The planned opening of a McDonald's fast food business in

Oakridge attests to the growth of these industries. At some level the community has fostered their growth. For example, with community support the town government has sought to attract special events such as trail bike competitions. Since rental lodging is limited in Oakridge, some participants of such competitions have been housed in private homes.

The increase in industry related to amenity resources has not been limited to special events. There is some evidence that there has been an increase in number of visitors and part-time residents and in the amount of money they spend. The President of the Chamber of Commerce who is a real estate agent stated that real estate business has grown. A shop owner commented that the quality and price of the gifts purchased in his shop have increased in recent years. He attributes this to a greater number of financially secure retirees in the area and relatively well-off visitors. The quality of life for those who can support themselves is high in the Oakridge area. According to the Chamber president, "The Oakridge/ Westfir area is a community where good people still rule," is the perception about the area that new residents (particularly retirees) have.

The community has mobilized to confront the economic challenges that have been forced by the mill closings. Additionally, it has mobilized to meet cultural and other challenges. Thus, the City of Oakridge's efforts have moved beyond economic development to a loftier goal of total community development.

- David Zimet

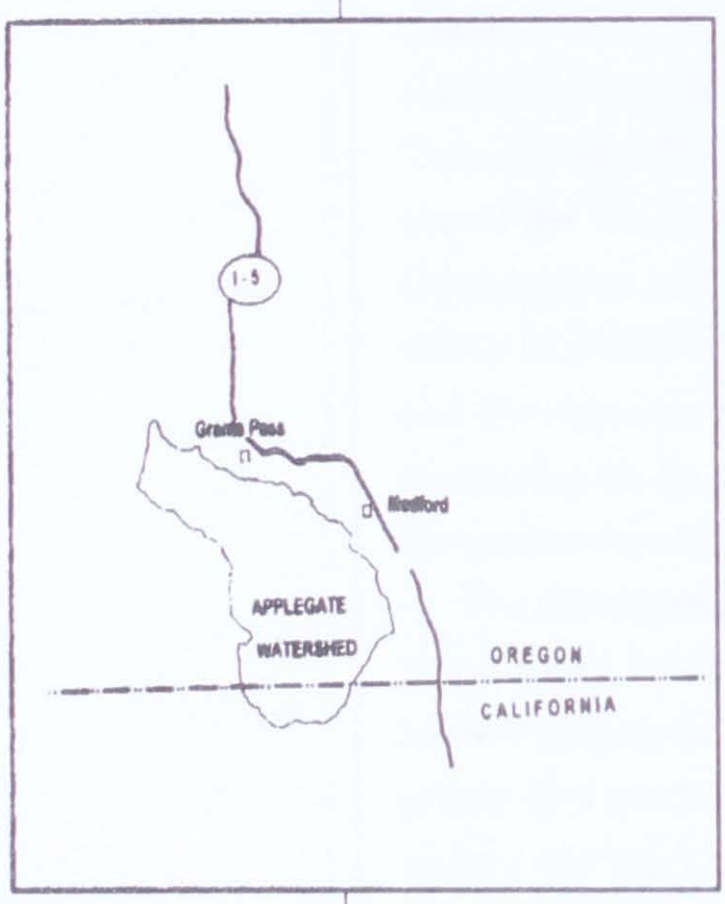
CASE 12

APPLEGATE PARTNERSHIP

Applegate Watershed
near Medford and Grants Pass, OREGON

Background

The Applegate Partnership's activities are directed at restoring the ecological health of the Applegate River Valley Watershed and achieving its economic stability. The Applegate Watershed consists of 496,500 acres mostly in southwestern Oregon with a small amount in northern California. The Oregon portion is served by Jackson and Josephine Counties, and the California part lies within Siskiyou County. The northern and more populated portion of the valley is served by Oregon Highway 238, which is a scenic drive between Medford and Grant's Pass, Oregon, the closest centers of population. The valley's 12,600 residents are distributed along the river system, and in the unincorporated communities of Ruch, Applegate, Provolt, Murphy, Williams and Wilderville. Valley residents 30 years and older generally have educational levels higher than those living in the remaining portions of their respective counties. Families typically have two wage earners, and retirees are increasing in numbers. There are no incorporated communities in the Applegate Valley.



This watershed is defined by mountainous terrain and is a part of the Siskiyou Mountains, with peaks in the area sometimes exceeding 7,000 feet in elevation. The Applegate River flows north from headwaters in California to its confluence with the Rogue River near Grant's Pass. The Applegate watershed is one of seven in the Rogue River watershed. The Rogue River then flows west to the Pacific Ocean. Thirty-nine percent of the Applegate watershed lies within the Rogue River National Forest, and 31 percent is managed by the U.S. Bureau of Land Management (BLM). The timberland includes Douglas-fir, ponderosa pine, white fir, and Shasta red fir. The only known threatened or endangered species residing in this forest is the Northern Spotted Owl; however, anadromous fish, such as salmon, migrate up the Rogue River into streams not blocked by dams of the Rogue River Basin project. Precipitation ranges from 30 inches to 100 inches per year.

The Applegate Partnership is a community-based organization representing diverse interests with the common goal of achieving a healthy ecosystem while simultaneously contributing to the economic and community well-being of the Applegate Valley.

The Organizational Setting

The Applegate Partnership is a community-based organization with a board of directors representing a diverse set of local interests common to the valley. On the board are persons interested in timber harvesting and wood products, conservation organizations, and land owning residents, among others. Binding them together is the dual mission of achieving a healthy ecosystem while simultaneously contributing to the economic and community well-being of the Applegate Valley.

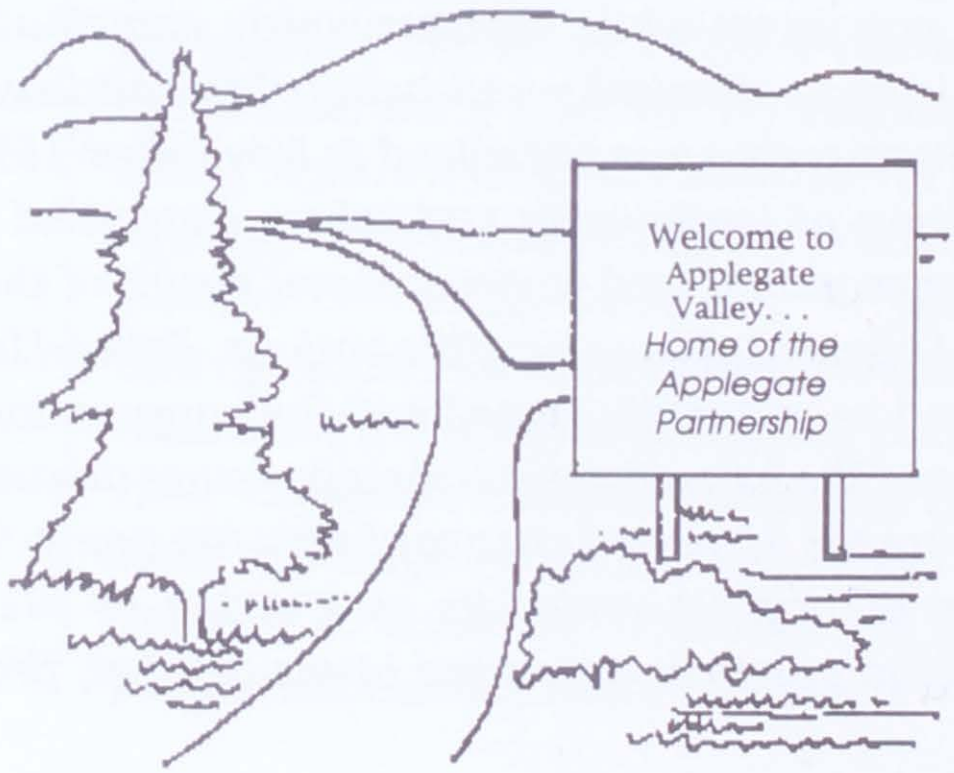
The Partnership was organized in November 1992, when a small group of landowners and others concerned about the declining economic and environmental health of the area met in a local home to discuss possible options. Federal lands in the valley had been heavily logged and fire suppression methods had altered the natural vegetative mix. Issues discussed by the group were the increased chance of a big fire due to forest floor build-up of organic materials as a result of previous fire suppression practices, increased insect damage, protection of

old-growth stands, and overall declining levels of harvest on Federal lands. The group met twice a week for the first few months, then once a week. They confirmed a nine-member board of directors with no officers. A facilitator, usually from the outside, keeps the diverse interests on target at meetings. By-laws state that certain named groups select members and their alternates for the board. Minutes are always written and distributed. The public is welcome at all meetings.

The Collaborative Process and Ecosystem Management

The partnership, by basing its actions within the context of an entire watershed, is breaking away from planning based on political boundaries. However, this relatively new approach also provides for community, as well as ecological impacts, to be considered and integrated into final decisions. The partnership has taken its successful experience gained from building its own organizational coalition between broad-based, but unlikely, candidates, and extended partnering to entities outside the watershed in order to further broaden ecosystem goals. Partnership members are increasingly asked to speak to other groups and agencies concerning grassroots involvement in natural resource planning and management.

One of the most valuable linkages the partnership has formed is with the Rogue Institute for Ecology and Economy in Medford, Oregon (the Institute is one of the original interests represented on the Applegate Board). Together these two organizations have jointly constructed a strategy to implement a



community-based approach to economic redevelopment incorporating ecosystem management. For example, one of the cornerstones of this strategy is job retraining. In short, ecosystem management activities will generate new work due to its greater labor-intensive tasks (one study suggests up to 30 percent more jobs than traditional forest management), and comprehensive assessments of these job needs will be matched with the skills of available local labor to assess training necessary to make a new match viable. Thus, one strategy is designed to help two of the area's major problems—forest health and job availability for local workers.

The Partnership is investigating the most appropriate historical natural baseline from which to manage the Applegate Watershed, and how indigenous people might help reconstruct this information.

Measures of Success

Active projects encouraged by the Partnership include:

1) an analysis of current ecological conditions of the Little Applegate Watershed as part of a larger project to set uniform guidelines for such work;
2) a study of forest health risk assessment;
3) a program in this same watershed to make digitized geographic information system (GIS) data accessible to the public (part of a larger project under contract with a not-for-profit group called Pacific GIS);
4) detailed involvement with the Forest Service to implement ecosystem methods to restore forest health on three sites in the watershed;
5) close involvement with BLM on a tree thinning project to reduce density for improved forest health; and
6) social research and community assessment studies on the Applegate Watershed. This last work will fill an information gap created by the earlier necessity to build biophysical data bases in order to identify the types of restoration tasks that will generate future jobs.

At a recent meeting the partnership also discussed how studies will determine the most appropriate historical natural baseline from which to manage the Applegate Watershed, and how indigenous people might help reconstruct this information.

The partnership is also currently working with both BLM and the Forest Service to help develop the Adaptive Management Area (AMA) Assessment and Plan for the Applegate Watershed (most of the BLM and Forest Service lands

in this watershed are covered by an AMA). This required plan, a part of the President's Forest Plan for the Pacific Northwest and its implementing program, the Northwest Economic Adjustment Initiative, will guide management of the habitat for late-successional and old growth forest related species within the range of the endangered Northern Spotted Owl. The Applegate Partnership is designated as the watershed council for the AMA, meaning that private land-owner proposals for improvement projects go through the partnership on their way to the State for funding. The Applegate Partnership saw the AMA process as an additional, and perhaps the primary, vehicle to achieve the goals they set, before AMA's came to light as a result of widespread conflicts throughout the Northwest over forest management methods.

The Applegate Partnership example is generally identified as one way the new concept of ecosystem management can be implemented. The bottom-up approach to natural resources management involves a wide range of potentially affected persons, mostly local, in a collaborative learning and problem-resolving atmosphere. The process can be applied to private lands as well as public ownership; however, where public lands are concerned, public agencies are legally mandated to make final decisions.

-William K. McAllister

CHAPTER THREE:
LESSONS LEARNED ABOUT COMMUNITY COLLABORATION

Initial Observations

These 12 cases are but a small slice of rural America, and they include a set of messages involving how collaborative planning can work. Some general observations are offered here based on these diverse experiences to set the stage for this chapter. First, these are all cases about people working together in furtherance of a shared vision of a healthier community. There is no one guidebook for all communities to follow in order to diversify local economies. The demonstrated collaboration in these cases has been both horizontal (within the local area) and vertical (with other levels of government). Secondly, based on these cases, leadership was found to be always present at the local level, but in various forms. Sometimes elected officials are successful in selecting just the right professional to administer a new program. Other times, local persons step forward to take a new role. Thirdly, really large problems, like very high unemployment, bring out exemplary grassroots solutions. Fourthly, early smaller success stories can snowball into bigger ones involving more supporters and more offers for assistance. Lastly, the leaders of many of these communities have been working for years at diversifying their economies. What success they are experiencing is due, in great part, to persistence.

Attempts at resolving the following selected sets of issues have led the leaders of their respective communities toward certain strategies. Prior to adopting final strategies, in all cases there was some version of a community planning process where citizens could participate and express their vision of the future. Additionally, State and Federal grants will often require updating of short-range community plans in order to encourage efficiency and effectiveness in the expenditure of their monies, and to know that plans have a broad base of support. Planning studies have been used in some cases to properly position community objectives within the best niche in the marketplace of the future. Out of the resulting processes of community change come experiences and, hopefully, lessons from which others may learn.

Regional versus Local Problem-solving

These cases cover a wide range of geography and scale from the unwavering local Hardwick, Vermont, process to large regions, such as the Applegate Watershed in Oregon and the Northeast Delta in Louisiana, and many in between. If people perceive the solutions to problems to be primarily regional in nature (Applegate) or that sharing resources might be more efficient and effective (Northeast Delta RC&D and Cuba), then scale seems not to be a hindrance. The director of the Tennessee Overhill organization felt that a mini-region consisting of only three counties was just the correct size to carry out heritage tourism in her area.

Local Government Lead Role versus Citizen Grassroots Lead

The 1990 Farm Bill grant assistance to rural communities (municipalities and counties) stipulates certain eligibility criteria based on distance from a National Forest (no more than 100 miles), maximum population (10,000 for municipalities and 22,550 for counties), and a minimum level of forest and wood product (SIC 24) economic dependency (currently 15 percent or more of county-level income data). The criteria is flexible enough to allow for a sizable pool of eligible local governments. Applying the criteria results in a list of eligible candidate local governments. Being on the list does not speak to actual need. Impacts from Federal policy changes

that result in disruption of local economies create the need for agency intervention and assistance. In most of the 12 cases studied here, reduction in timber harvest rates represents the policy change. In other cases the impacts are less direct and relate to other resource areas, such as agriculture or mining. However, many areas impacted by Federal land management policy changes, especially in the West, do not have any municipalities. In part, the Applegate Partnership is included because it raises consciousness about using natural boundaries, rather than political boundaries, to attack natural resource problems. Applegate is also driven from the bottom upward rather than by Federal initiatives.

Competition versus Cooperation in the Rural Private Sector

Businesses have found that some cooperation, even among competitors, can make sense. It can, for example, consist of innkeepers and bed-and-breakfast businesses referring customers to other local innkeepers when their space is full. This referral can lead to a larger market share for the local area. The alternative is to not mention the availability of other possibilities locally, and have a potential customer look elsewhere, possibly in another area entirely. Sometimes competitors need assistance, such as a local economic development coordinator, to light the path to building an increased market. The Hardwick, Vermont, case demonstrated this approach. Additionally, rather than working with small businesses one-on-one, local leaders are getting involved in the education business by sponsoring workshops on appropriate planning and economic development subjects. Custer, South Dakota, and the Louisiana Northeastern Delta RC&D region are sponsoring such events. The Tennessee Overhill organization has earned a reputation for developing and hosting useful workshops that are self-supporting financially.

Timber-dependency versus Nontimber Forest Dependency

Historically, all of these cases have experienced resource-dependent economies during the 20th Century. Most have continued to depend on what happens in nearby forests. At present, St. Maries and Council, Idaho, are the most dependent on timber. All areas represented by these cases are

successfully diversifying their economies by pursuing nontimber alternatives. Forests offer other attractions, especially since national parks are becoming more crowded. The Overhill region includes the site (located on the Cherokee National Forest) for the whitewater events of the 1996 Olympics. A local entrepreneur expects the post-Olympic effect to be even more positive economically than during the time of the big event. Oakridge, Oregon; McCall, Idaho; and Custer are also experiencing noticeable boosts from forest-related recreation.

Is a full-time staff essential to successful implementation of economic diversification plans?

This is not quite the same as the question: Is seed money necessary to get a process started? Concerning rural areas, most researchers would probably answer affirmatively to both, but more so to the latter. In Clarion County, Pennsylvania, having the same professional doggedly pursuing the board's vision paid off in a notable way. Could a totally volunteer effort stay the course for a decade? A 3-year private grant to get the Overhill project started included a full-time position. Now that 3 years have passed, board members wonder how they would have advanced so far without the constant enthusiasm given to the process by that person. Skamania County uses an experienced professional for economic development, partially funded with money from the State of Washington. St. Maries decided early-on to create a full-time position, and to fund it with local money. Full-time specialists appear to be the ideal, if appropriate persons are hired. In other cases, existing executive positions in city and county government double as community and economic development coordinators, along with help from Chambers-of-Commerce. Oakridge, where the city manager shepherds the diversification process, is a good example.

Some communities depend on Federal employees, such as RC&D district directors. In most of these cases, the proximity of communities to forests resulted in high-quality Forest Service volunteers helping with the rural development effort. Even though their jobs did not require participation, forest rangers and retired rangers provided significant contributions. This is true in the three Idaho cases, especially in Adams County (Council and New Meadows) where very little other government manage-

rial experience is available locally. The District Ranger in Custer chaired a key committee that led to a team-building workshop, and then to the signing of a joint resolution on collaboration between local governments. A retired Forest Service employee has been instrumental in mobilizing other volunteers in a watershed restoration effort in Cuba, New Mexico. Also in Cuba, the diversification effort recently has been fortunate to hire a half-time director. In contrast, the Applegate Partnership, an entity created by citizens, continues its high level of activity without a formal staff.

Some places sought to maximize volunteer contribution of time through various means. In Council and McCall, there are special efforts made to spread responsibilities among new projects so that the umbrella organization can position itself for additional problem-solving in the future. Simply put, if another group asks the overall development group for project development assistance, the requesting group must first find a sponsor willing to ensure the proper management of a proposed project before the search for funds is undertaken. The Tennessee Overhill organization serves as a catalyst for the development of other, more specialized groups, such as those proposing a new museum.

Tourism versus Other Forms of Development

When the timber-dependent community within St. Maries, Idaho, minimized efforts to attract tourists, they likely were fearful of the low pay of service jobs. Most timber jobs pay relatively high wages. Similarly, many places are reluctant to put all their economic recruiting eggs in one basket. Tourism becomes one of several strategies, including recruiting manufacturing, if appropriate. When natural amenities are present, such as Payette Lake in McCall, Idaho, the tourism strategy sometimes works so well that in-migration of residents can put excessive demands on the city's infrastructure. Stevenson and Skamania County, Washington, have experienced relatively sudden changes in the local economy, including having the highest unemployment rate in the State. Location on the famed Columbia River previously offered little economic benefit. Now that timber has become unreliable as a source of jobs, tourism is one obvious alternative. However, leaders are not stopping there, and high-tech industries are also being considered. Lacking a dramatic view need not discour-

age a tourism strategy if an historical theme can be used. The Overhill region is trying to capitalize on its various histories of towns scattered throughout the region. The strategy is to link these into a heritage trail (a museum without walls) so that visitors might be enticed to stay for a few days. The focal points are small museums that also serve to preserve memorabilia for all to enjoy, including the local citizens.

Strategic versus Long-range Planning

Strategic planning is no longer the sole property of the private sector. Neither is it a replacement for long-range planning when applied to the public sector. Now that strategic planning has become familiar to rural governments, mainly through State departments of economic development, its use is widespread in those States. Both Oregon and Washington are examples. Oakridge and Skamania County were among the first local governments to complete the process. In one of its common forms, a government, in concert with as many citizens as practical, is asked by a facilitator to identify its strengths, weaknesses, opportunities and threats (SWOT). The first and second refer to internal qualities of the public organization, while the third and fourth refer to external items. A program is established to turn weaknesses into strengths and threats into opportunities. Some local governments in these cases are doing both long-range and short-range planning, and their development efforts flow from the latter. Because of the Scenic Area Act, Skamania County was able to demonstrate leadership in meeting its new long- and short-range planning requirements compared to other similarly situated counties, and also in the implementation of these plans. McCall, Idaho, and Hardwick, Vermont, are actively involved with a long-range planning process as well as with strategic plans. In Hardwick, the two processes began on slightly separate tracks until the leaders of each process found themselves on the same panel discussion about planning. After the panel, they collaborated more closely, and became educated on the fact that each planning process is the long-range and the strategic linked together.

Ecosystem Principles versus Economic Development

The perception that environmental protection and economic development are mutually exclusive is not necessarily true in practice. Commodity extraction activities often lead to some form of pollution or habitat destruction, but they do not necessarily need to. The Applegate Partnership is one of the few grassroots organizations actively working on this apparent dilemma. They are using both vertical and horizontal collaborative learning and planning activities. Ecosystem management of forest lands can be labor-intensive since the use of heavy equipment is discouraged in certain areas. Trained workers are needed to help document the present ecosystems. Workers also are needed to selectively harvest and to replant according to a baseline time period from a healthier historical forest. To successfully make this happen, all affected interest groups must be involved in negotiating solutions — the Applegate Partnership is one model appropriately structured to perform this task.

Effectiveness of Forest Service Grant Programs.

All case study areas stretched initial grants into larger ones. Some of the additional money attracted in Council, Idaho, was from the Economic Development Administration (EDA) and the U.S. Department of Housing and Urban Development's (HUD) Community Development Block Grant (CDBG) program. CDBG funds were administered through the State of Idaho for utility improvements in the core area of this small city. McCall, Stevenson, and Custer attracted U.S. Department of Transportation monies for trails designed for pedestrians and bicycles rather than vehicles. Custer will add a transportation museum to the trail that will be centrally located and include meeting rooms. Oakridge combined Forest Service money with some from EDA, Lane County, and the USDA Rural Development Administration to purchase and develop a former large sawmill site in the city. In Clarion County, a Forest Service grant for a feasibility study came at a critical time for a wood products concept to advance. The State of Pennsylvania matched the Federal money, and within a period of several years the new concept was made manifest in the groundbreaking for a 160 employee manufacturing plant.

Closing Thoughts

Out of disappointment and uncertainty new ideas start to grow. Rural communities are rising to the challenge of diversifying their economies and, in the process, are finding that total community development involves more than economic issues by themselves. It involves such things as encouraging discussions on a variety of local issues, such as education in all of its forms, and enhancing cultural and historical experiences. A local collaborative planning process can encourage communities to reflect about where they have been, where they might want to go in the future, and how they will get there.

The collaborative process is not an end in itself. Outcomes of the process almost always require persistent, coordinated follow-up which often must be accomplished by volunteers. Communities of interest routinely should be informed on projects they helped get started. When the economic tide turns and conditions improve, the community collaborative planning process should not be set aside. Once the process has started, such lapses can cause distrust and lead to future problems. Follow-up is critical to successful results from collaborative planning efforts.

APPENDIX A: Helpful Contacts (selected list)

Northeastern Area (USDA/FS)

Lew McCreery *
Rural Development Group Leader
USDA Forest Service (Northeastern Area)
180 Lanfreed St.
Morgantown, WV 26505
(304) 285-1536

Case One
John Street, Executive Director**
Clarion County Economic
Development Corp.
219 Amster Ave.
Shippenville, PA 16254
(814) 226-1948

Case Two
Mary Chapman
Rural Development Specialist
USDA Forest Service
P.O. Box 640
Durham, NH 03824
(603) 868-7687

Southern Region

Alan E. Pigg *
Rural Community Assistance
USDA Forest Service
1720 Peachtree Rd. NW
Atlanta, GA 38367-9102
(404)347-7486

Southern Region continued

Case Three
Linda Caldwell, Director**
Tennessee Overhill Association
P.O. Box 143
Etowah, TN 37331
(615) 263-7232

Ken Rush
Ducktown Basin Museum

Sandi Brewer
Tennessee Overhill Treasurer

Case Four
Donna Remides, Director**
Northeast Delta RC&D
Winnsboro, LA

Rocky Mountain Region

Bob Dettmann *
Rural Development Specialist
USDA Forest Service
P.O. Box 25127
Lakewood, CO 80225

Case Five
Blaine Cook, Black Hills NF
Rural Development Coordinator
(605)673-2251

** Assisted with site screening process.*
*** Coordinated local arrangements for researcher(s).*

Southwest Region

Larry Roybal
Rural Development Specialist
USDA Forest Service
(505)988-6932

Case Six
Ms. Martha Cordova, Chair
Economic Development Board
Cuba, NM

Dr. Margaret Garza, Superintendent
Cuba Independent Schools

Intermountain Region

Wes Harvey *
Rural Development Specialist
USDA Forest Service
324 25th Street
Ogden, UT 84401
(801) 625-5259

Case Seven
Pete L. Johnston**
District Ranger
Council Ranger District
P.O. Box 567
Council, ID 83612
(208)253-0101

Case Eight
Linda Fitch**
District Ranger
McCall Ranger District
Payette National Forest
McCall, ID 83638
(208) 634-0412

Intermountain Region continued

Larry Smith, VALUED President

Northern Region

Dean Graham
USDA Forest Service
Federal Building
P.O. Box 7669
Missoula, MT 59807

Case Nine
Ruth Rathbun, Executive Director**
Greater St. Joe Development
Foundation, Inc.
P.O. Box 338
St. Maries, ID
(208) 245-2239

Pacific Northwest Region

Edward Allen *
Rural Development
USDA Forest Service
P.O. Box 3623
Portland, OR 97208
(503) 326-2729

Case Ten
Mary Ann Cole, City Administrator**
City Hall
Stevenson, WA

Patrick Sweeney, Executive Director**
Skamania County Economic Development

Marilyn Brechel, Admin. Coordinator
County Board of Commissioners
Skamania County, WA

* *Assisted with site screening process.*
** *Coordinated local arrangements for researcher(s).*

Case Eleven
Wes Hare, City Administrator**
City of Oakridge
P.O. Box 385
Oakridge, OR 97463
(503) 782-2258

Case Twelve
Su Rolle, Forest Service/BLM Liaison**
Bureau of Land Management
Medford, OR 97504
(503) 770-2248

Jack Shipley
Applegate Partnership
C.P.O. Box 277
Applegate, OR 97530

Brett KenCairn, Executive Director
Rogue Institute for Ecology & Economy

** Assisted with site screening process.*
*** Coordinated local arrangements for researcher(s).*

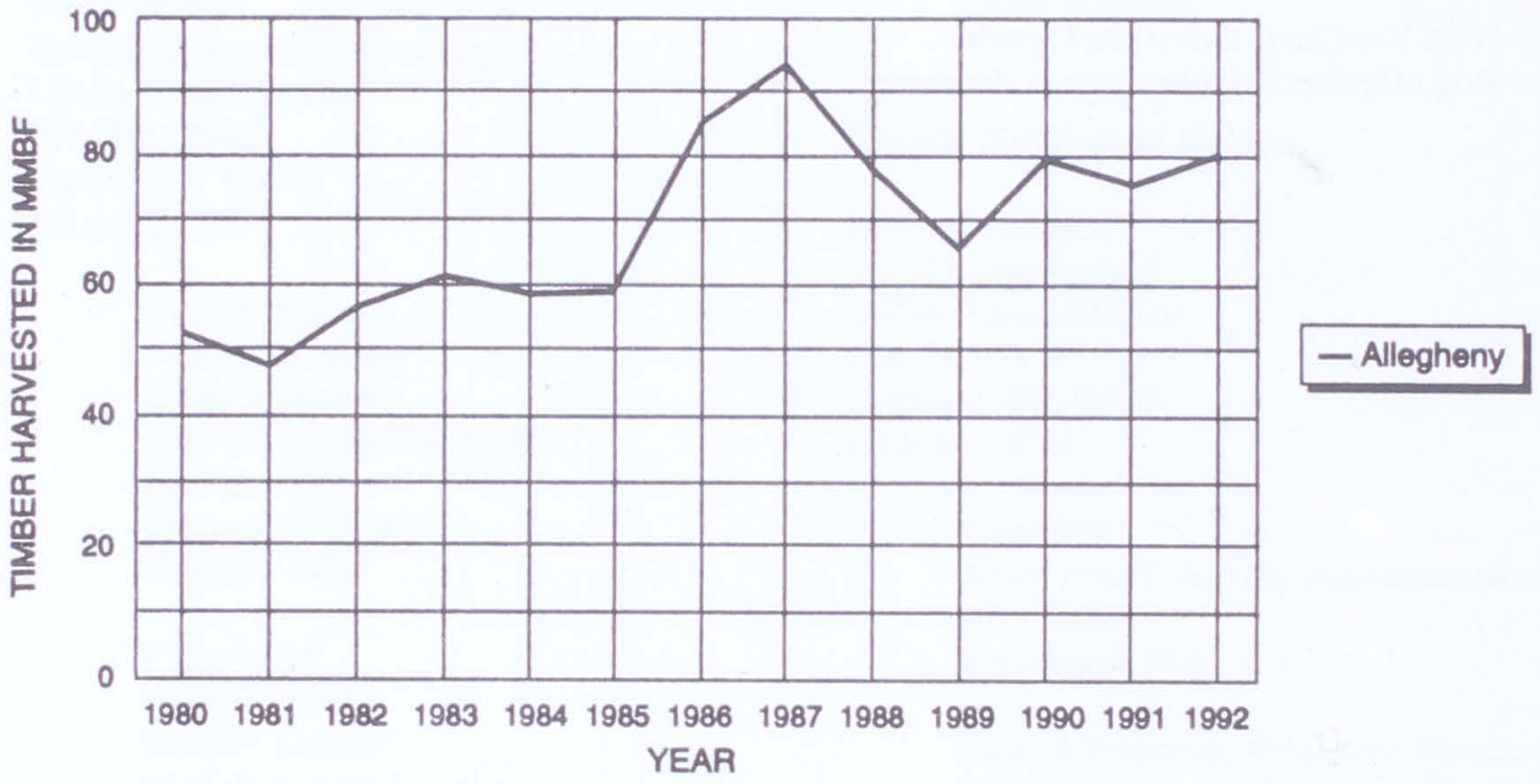
APPENDIX B: Selected Statistics

Population Data Related to the Clarion County, Pennsylvania, Area.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Clarion	PA	41,902	73.1	26,488	18.1

Source: U.S. Bureau of the Census

Timber Harvested, 1980-1992.



MMBF = Million Board Feet.

Population Data Related to the Hardwick, Vermont, Area.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Caledonia	VT	28,273	77.4	25,356	12.1

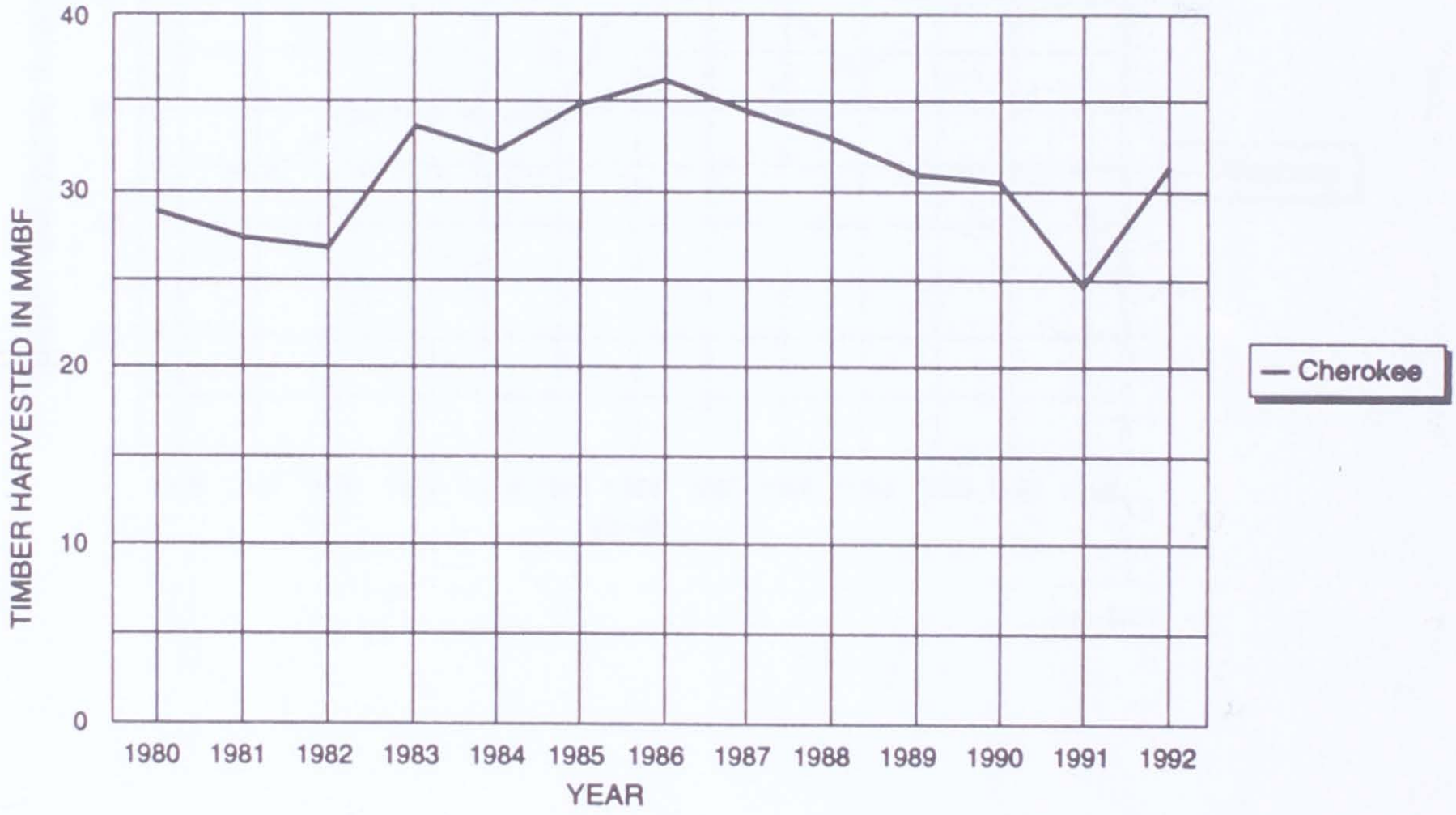
Source: U.S. Bureau of the Census.

Population Data Related to the Tennessee Overhill.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Monroe	TN	31,376	49.9	19,932	17.8
Polk	TN	13,903	51.3	21,663	18.3
McMinn	TN	43,552	57.1	21,901	17.2
Tri-county area	TN	88,831			

U.S. Bureau of the Census.

Timber Harvested, 1980-1992.



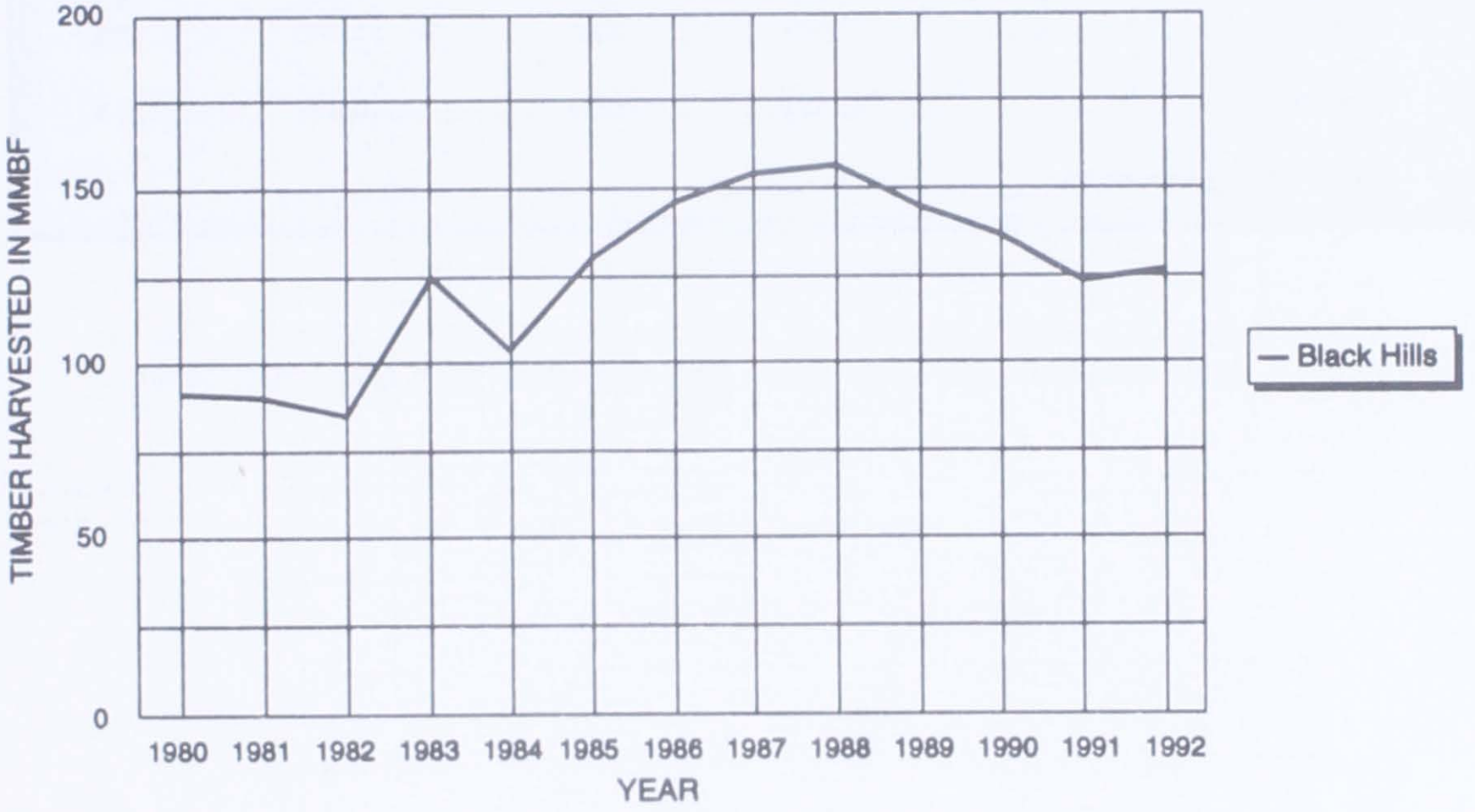
MMBF = Million Board Feet.

Population Data Related to the City of Custer and Custer County, South Dakota.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Custer	SD	6,360	80.4	22,662	12.4

U.S. Bureau of the Census

Timber Harvested, 1980-1992.



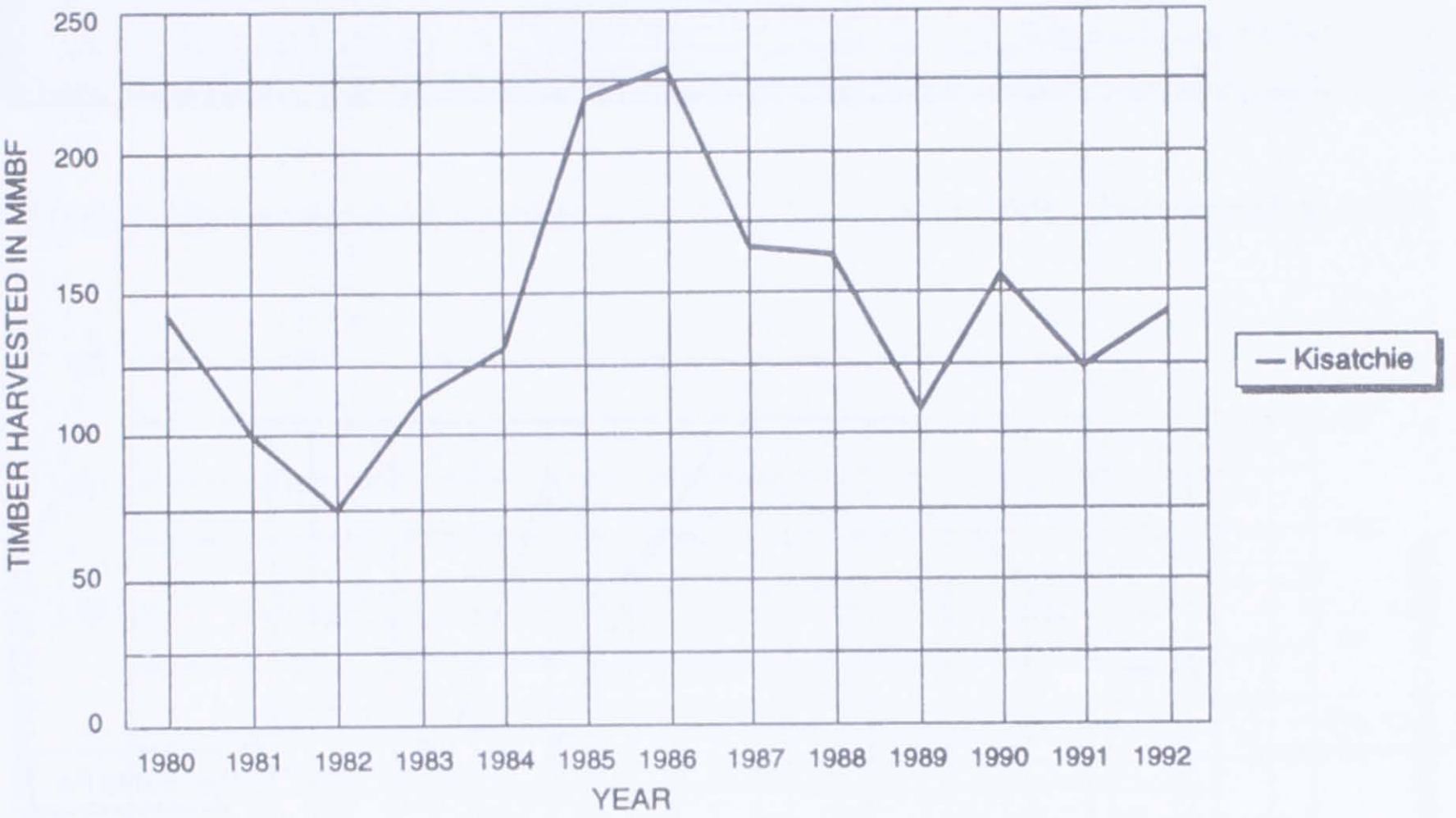
MMBF = Million Board Feet.

Population Data Related to the Northeast Delta Resource Conservation and Development District.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Ouachita	LA	144,910	71.6	21,129	24.7
Catahoula	LA	11,101	53.9	14,956	36.2
Caldwell	LA	9,787	57.1	16,069	28.8
Concordia	LA	20,901	56.9	17,265	30.6
E. Carroll	LA	9,574	49.1	9,791	56.8
W. Carroll	LA	11,985	52.0	14,924	27.4
Franklin	LA	22,168	53.7	15,159	34.5
La Salle	LA	13,714	61.0	18,597	21.2
Morehouse	LA	31,892	57.8	17,309	31.0
Madison	LA	12,156	53.3	12,792	44.6
Tensas	LA	6,763	58.1	11,931	46.3
Richland	LA	20,340	52.0	15,298	33.2
Region		315,291	56.4	15,435	34.6

U.S. Bureau of the Census.

Timber Harvested, 1980-1992, Kisatchie National Forest, Louisiana.



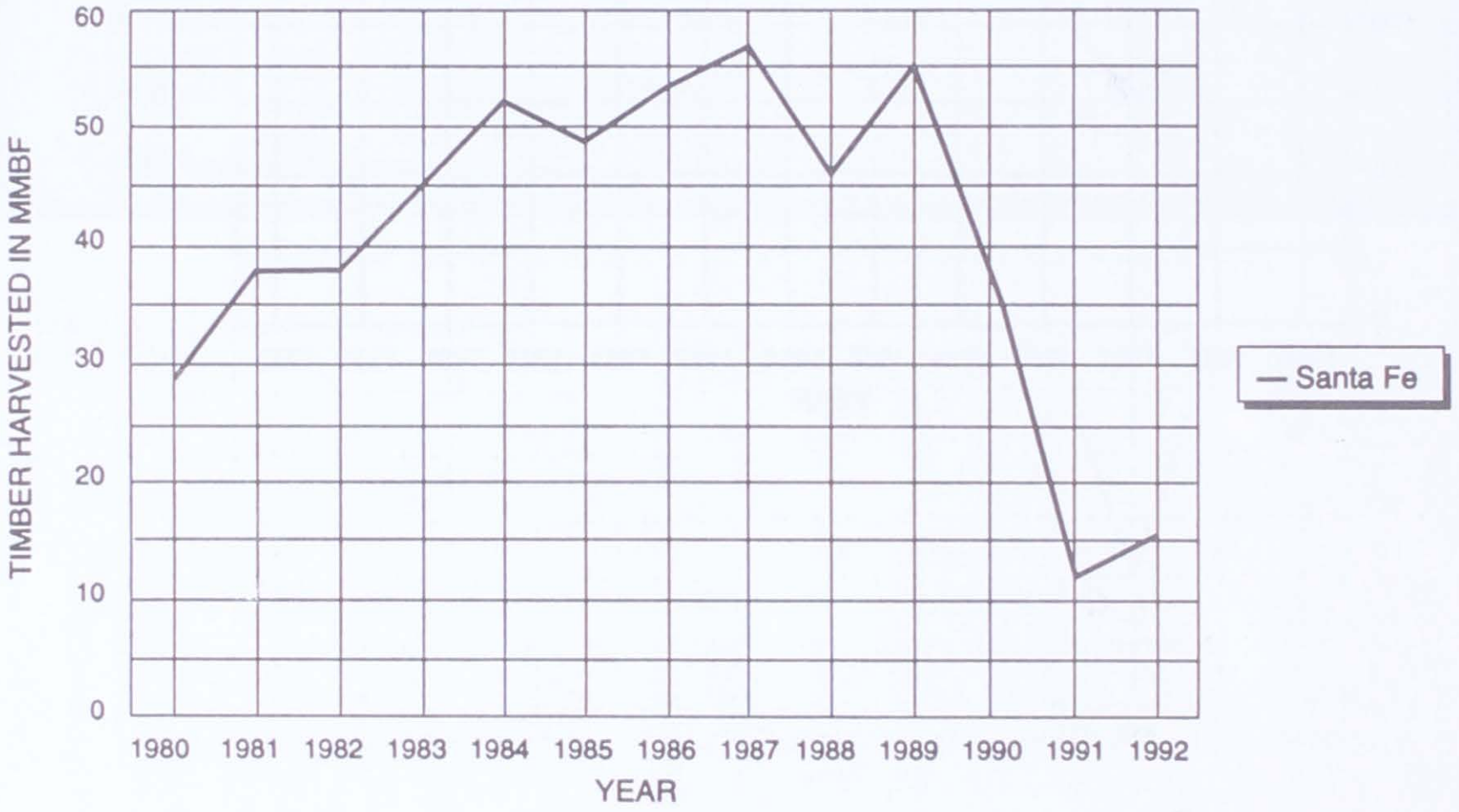
MMBF = Million Board Feet.

Population Data Related to the Cuba, New Mexico, Area.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Sandovall	NM	68,779	79.3	28,950	15.6

U.S. Bureau of the Census.

Timber Harvested, 1980-1992.



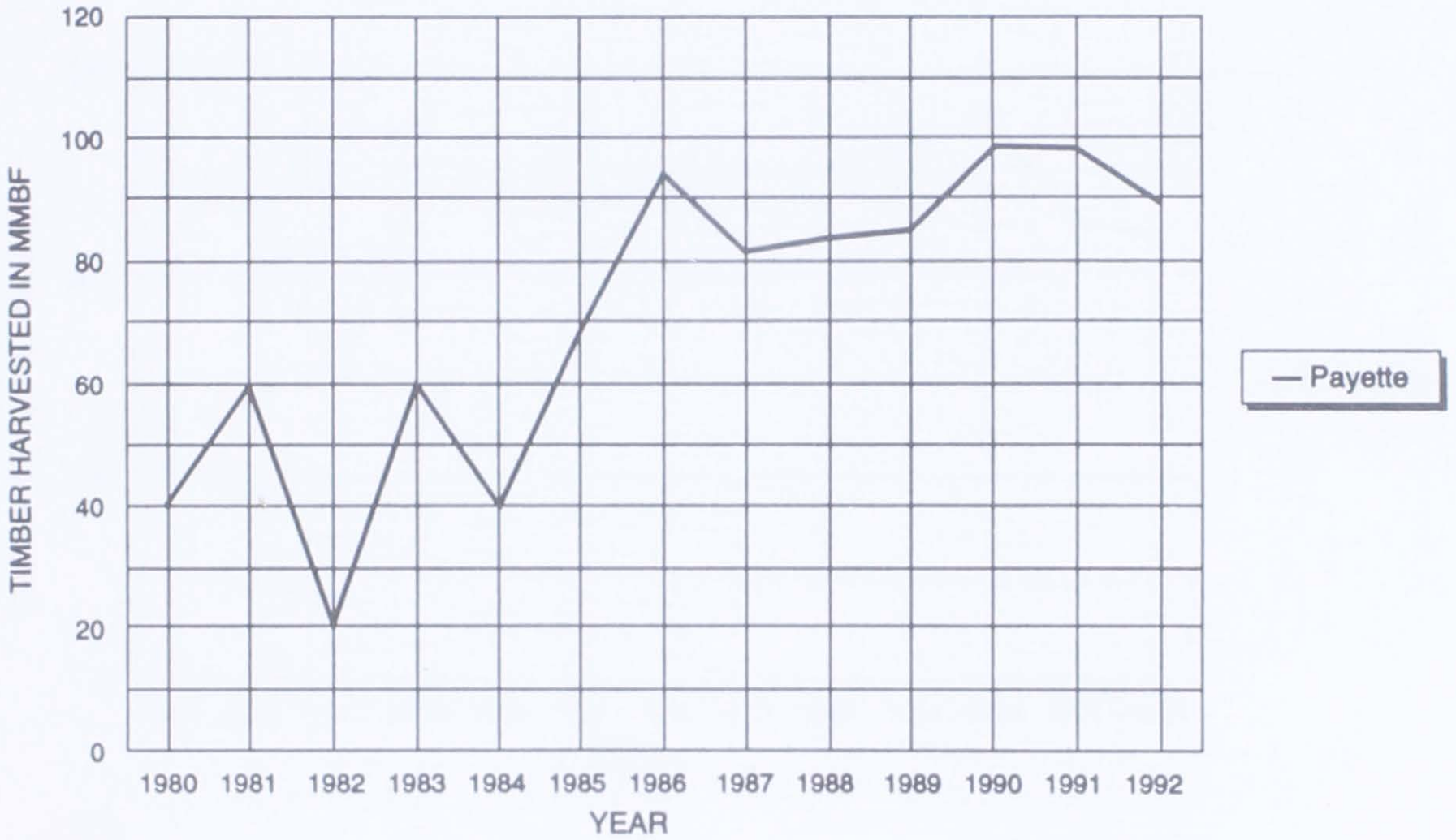
MMBF = Million Board Feet.

Population Data Related to the Council/Adams County, Idaho, Area.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Adams	ID	3,536	75.3	22,455	10.9

U.S. Bureau of the Census.

Timber Harvested, 1980-1992.



MMBF = Million Board Feet.

Population Data Related to McCall/Valley County, Idaho, Area.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Valley	ID	6,935	83.8	24,232	12.7

U.S. Bureau of the Census.

Timber Harvested Levels for McCall/Valley County, Idaho, Area on page 93.

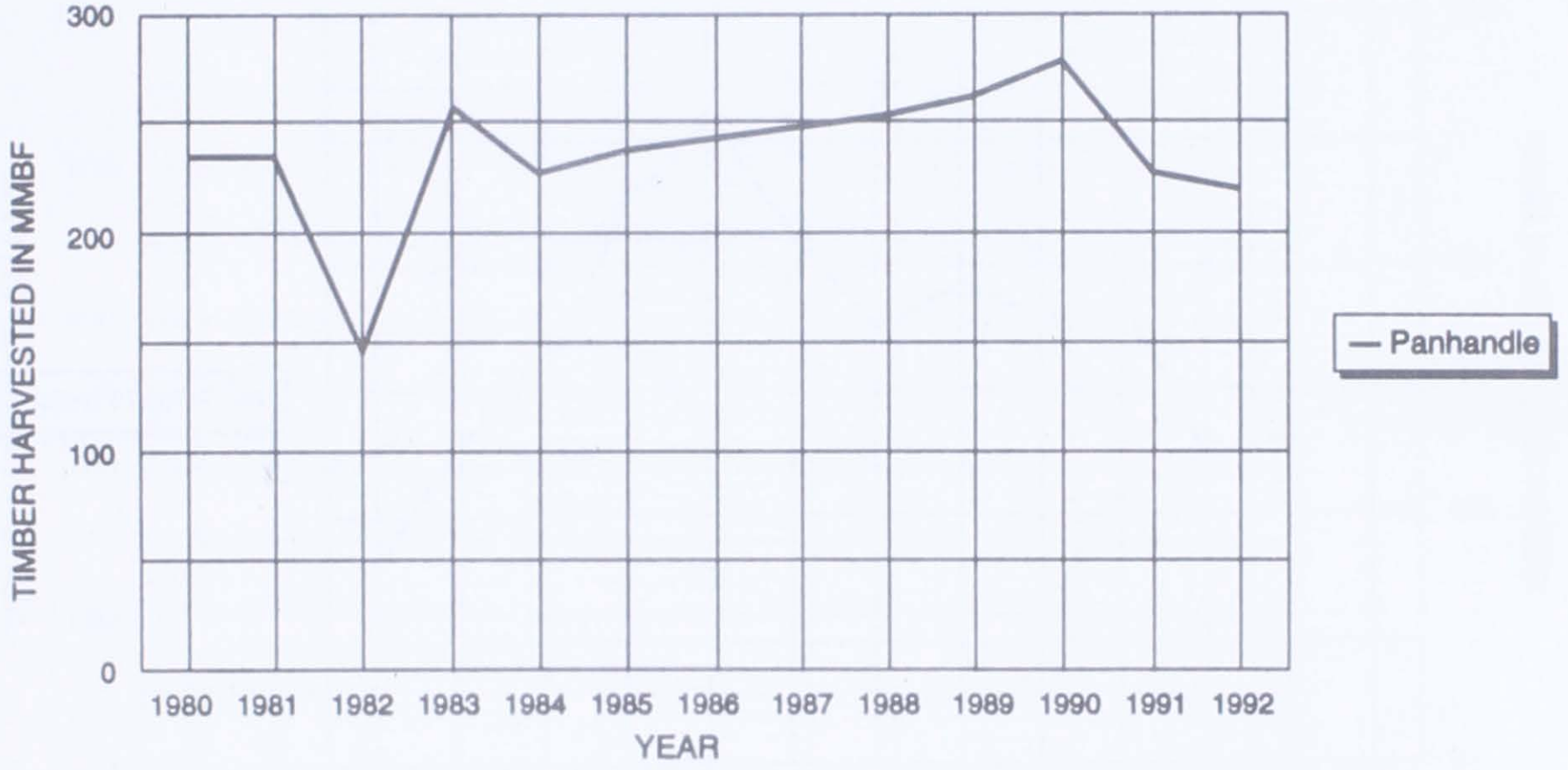
MMBF = Million Board Feet.

Population Data Related to the St. Maries/Benewah County, Idaho, Area.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Benewah	ID	8,104	74.2	21,508	16.3

U.S. Bureau of the Census.

Timber Harvested, 1980-1992.



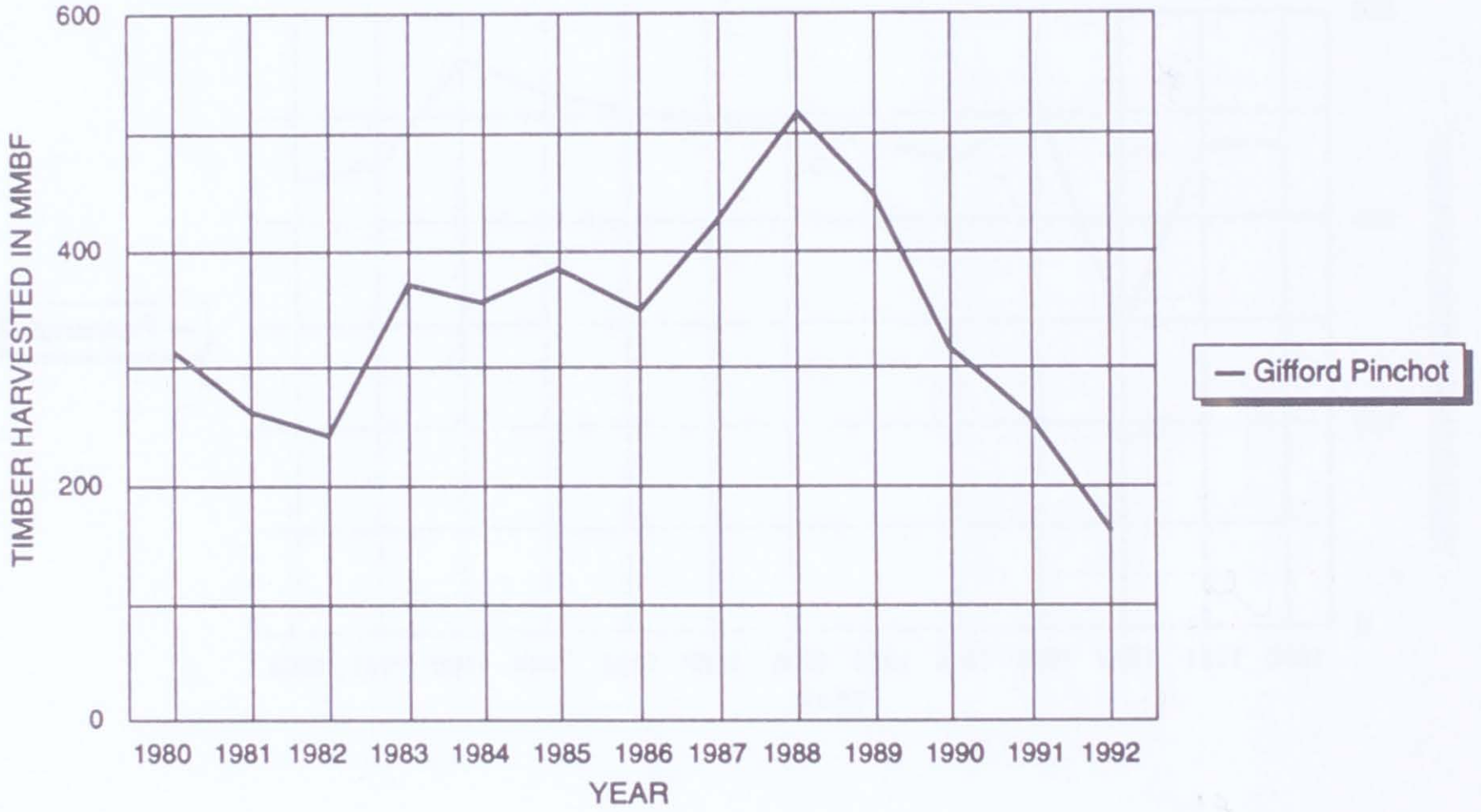
MMBF = Million Board Feet.

Population Data Related to the Skamania County, Washington, Area.

	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Skamania	WA	8,599	77.4	21,921	14.0

U.S. Bureau of the Census

Timber Harvested, 1980-1992.



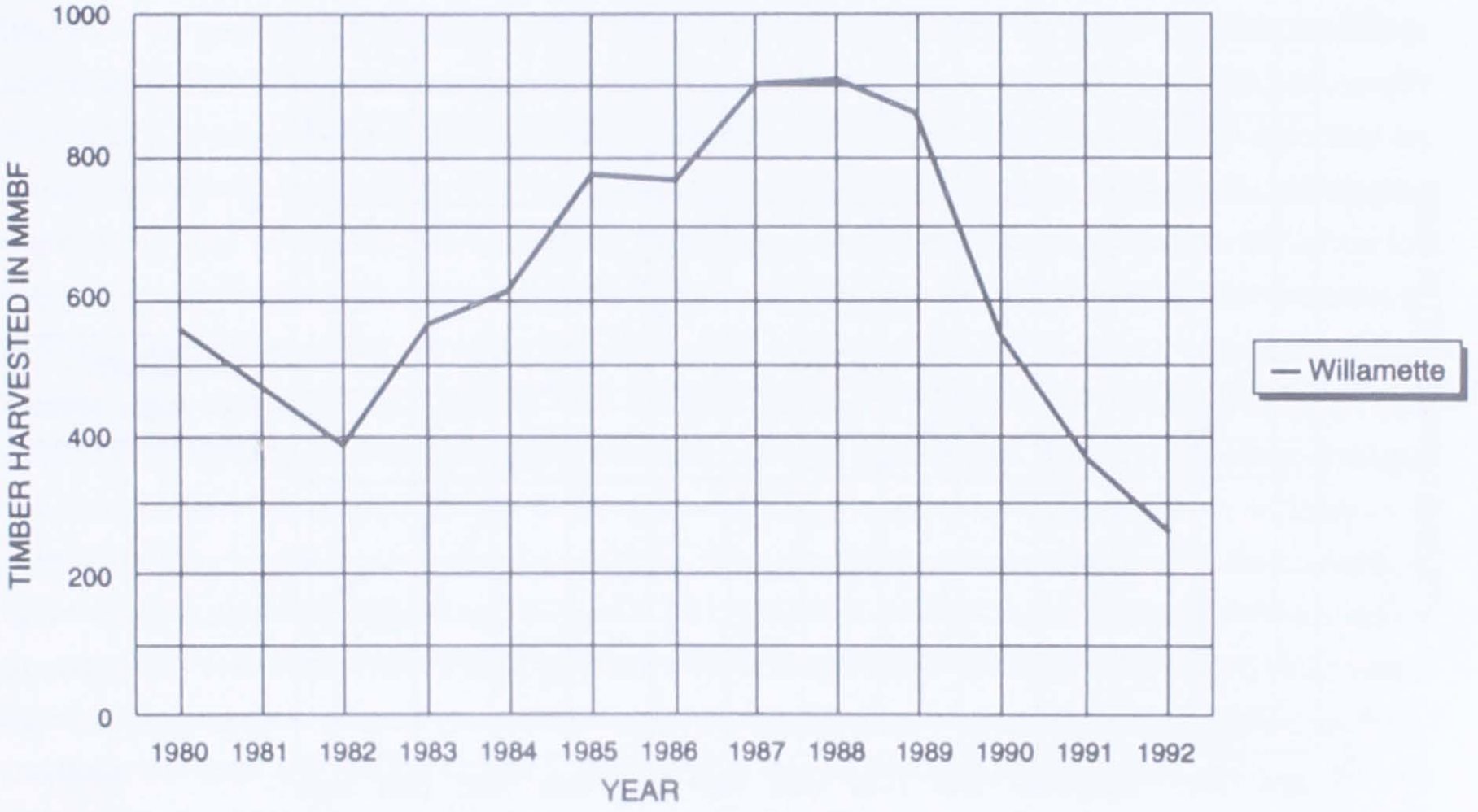
MMBF = Million Board Feet.

Population Data Related to the Oakridge, Oregon, Area.

	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Lane County	OR	290,866	83.0	25,268	14.5
Oakridge City		3,063		17,375	

U.S. Bureau of the Census.

Timber Harvested, 1980-1992.



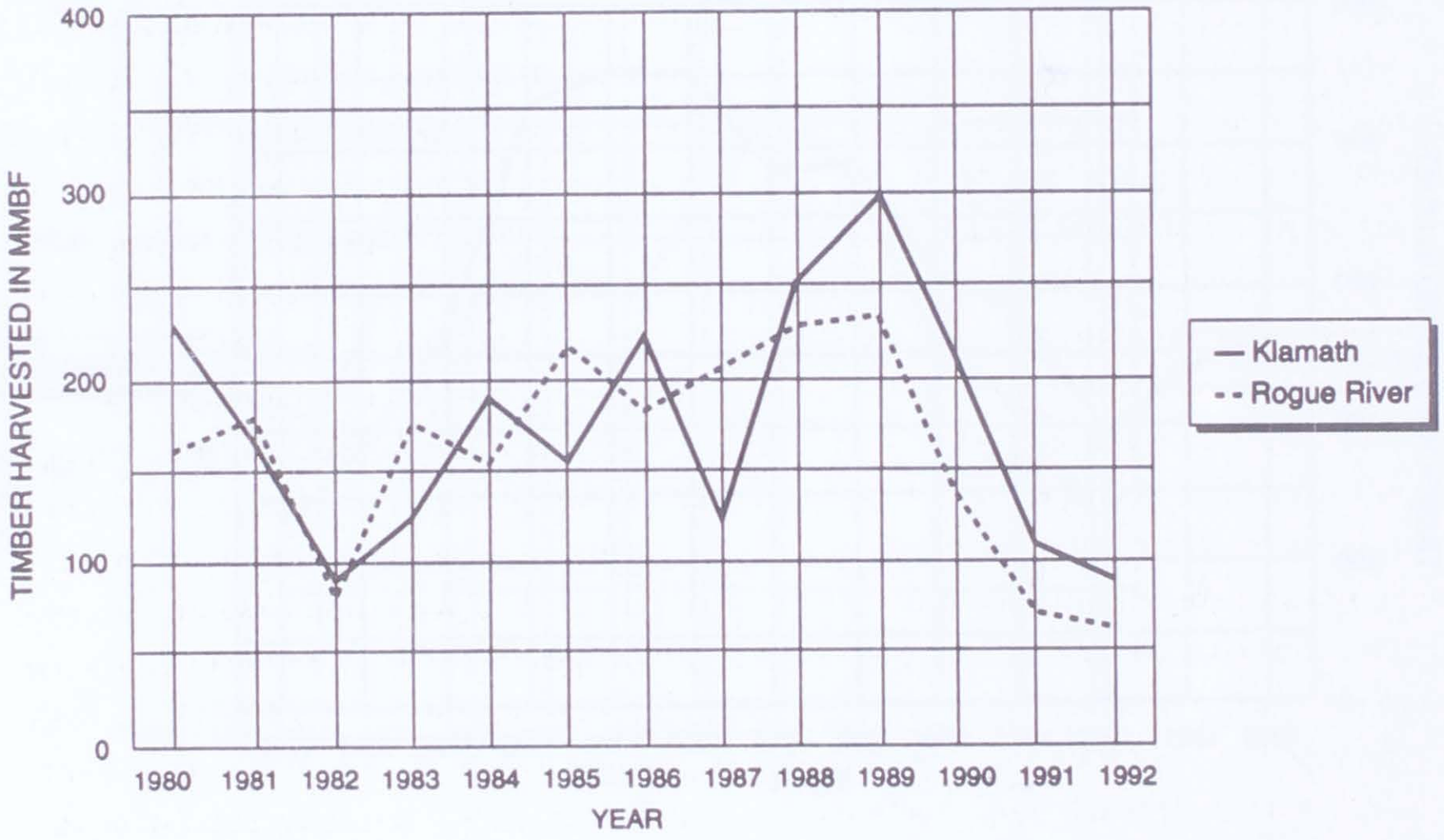
MMBF = Million Board Feet.

Population Data Related to the Applegate Watershed Area.

County	State	Estimated 1992 Population	Estimated 1992 % of High School Grad.	1989 Median Household Income	1989 % Below Poverty
Siskiyou	CA	44,287	77.4	21,921	14
Josephine	OR	65,386	75.2	20,936	18.3
Jackson	OR	154,090	80.1	25,069	13.2

U.S. Bureau of the Census.

Timber Harvested, 1980-1992.



MMBF = Million Board Feet.

APPENDIX C

A Review of Selected Literature: Collaborative Planning in a Community Resource-Dependent Setting

The following is a sampling of a growing array of literature relating to resource dependency. A larger sample of references follows a short discussion and includes sources on ecosystem management also.

How is Resource Dependency Measured?

Communities that are dependent on a limited range of sources for their collective income are likely to be rural and of small population. Due to resource limitations and a lack of an economy-of-scale, a local economy must import goods and services from the outside if it is to avoid a mere subsistence lifestyle. To pay for the imported goods and services, local economies must generate economic activities, and small sized economies somewhat separated from larger ones (cities) do not have much from which to draw. Historically, these economies have specialized. One research team reporting on forest-dependency in the Canadian Prairie Provinces reviews all the major methods for calculating dependency and concludes that a modified location quotient is the most appropriate technique for measuring dependency. (Fletcher et al., 1991.) The underlying assumption here is that if a community is highly specialized relative to some larger standard of comparison (a region or a nation), then that amount of its economy that is greater than the standard is considered to be an export activity. For example, using only base employment (that which brings money into the local economy through exporting), if the location quotient is 4, the specialized employment is four times more concentrated than that of the larger unit used for comparison. (The location quotient works best if the "industry" under study is narrowly defined and the data is disaggregated as much as practical.) Using the location quotient, this research ranks all local governments in the Prairie Provinces according to their forest dependency and uses natural breaks in the data to set cutoff points for three levels of dependency: high, medium, and low. The team concluded, among other things, that economic specialization varies with population size (base / total employment ratios tend to decrease in size with increasing population size). In summary, this study reviews the research on community dependency and expands it, especially in the area of timber dependency.

Another recent study looks at techniques and strategies that seemed to link theory and practice together. This research collects together in sourcebook style the rural development techniques or "best" practice—the selection and implementation of strategies that can work by effective leaders who are bent on making them work" (Fossum, 1993). This guide intends to give theoretically grounded options to local development programs that otherwise might retrace the steps of past failures.

Empirical Research on Collaborative Planning

There is an increasing amount of empirical work on community collaboration efforts. The following includes more analysis than most. In a study of three rural Midwestern multi-community collaboration cases, success was reported to be disappointing and this result was attributed to flawed top-down policy (Cigler et al., 1994). Even though many jobs were created and new money flowed into the multi-community areas, macro measures of success like the number of jobs and population before and after concentrated program efforts showed losses. Despite mixed overall results, the research concluded that policy associated with rural development grants should first ensure that critical infrastructure (schools, hospitals, transportation, etc.) is at a standard of quality that can accept growth. By inference, this research reminds us that population change is an intuitively good measure of policy effectiveness. If development efforts are not able to turn around population losses, either the efforts are flawed, or perhaps the external forces are too great to overcome through a locally driven program.

Descriptive Studies

A content review of two publications likely to contain a sampling of news on rural planning, *Small Towns* and *Planning*, produced the following. Two small towns in Iowa, Edgewood and Greene, improved their communities employing the concept of self-help development. The Iowa Department of Economic Development's Iowa Community Betterment (ICB) program holds an annual competition among the communities it serves, giving incentives for community-oriented improvement projects and recognizing work accomplished by them. Edgewood residents formed a "think tank" comprised of 40 residents with various interests. Using a survey, lack of affordable housing was identified as a problem that would deter people from moving into the community. Using local resources, a housing development and a golf course were developed through a nonprofit corporation. This development

provided additional housing and recreation, thus enhancing the community's image and reputation (Fleming and Knapp, 1990).

Another Iowa town, Greene, used the Shell Rock River to enhance its image and promote tourism, which benefited the entire community. A paddle wheel boat plies the river during summer months, as a result of the Greene Community Betterment Council's decision to its utilize natural resources. In order to have a destination for the boat, a restaurant was opened 6 miles up the river, which, in turn, has generated several other projects.

Prophetstown, a small northwest Illinois town with a population of 2,100, has a diversified economy including 100 small businesses and several medium-sized industries (Caudillo 1991). A conservative community that accomplishes its goals entirely through self-help ventures. To promote the economic development of the town, the Prophetstown Economic Planning Commission was formed, including the mayor, a local banker, newspaper editor, and six other leading citizens in the community. This, in turn, started a profit-making enterprise called Prophetstown Manufacturing Incorporated, which sold stock to gain financing for its ventures.

Hillman, MI, a small village of 600 in 1990, was even smaller in 1980 with 273 people (Tripp, 1990). The population increase was accomplished by developing a comprehensive plan for promoting the growth of the community with the help of the Northeast Michigan Council of Government, and following it scrupulously. Capital improvements have been made, such as construction of an industrial park (to create local employment opportunities) and a medical clinic. These projects were financed using various Federal grants, including CDBG funds over a period of time.

Similar to other north Great Plain communities, North Dakota's also continue to experience population decline. Out-migration, an aging population, the farm crisis, and drought in the 1980's left problems that needed addressing. Several small towns in North Dakota collaborated, and organized their communities for leadership and economic development using a Leadership, Education, and Development (LEAD) model, which eventually became the Dakota LEADers program. The initiator was the Center of Rural Health at the University of North Dakota. The aim of the program was to recruit businesses, retain and expand existing businesses, and to develop new enterprises using local people. The model emphasized collaboration between existing community groups, as well as with representatives from various organizations, who could plan the program and advise the participants (Moen & Nesvig 1993). Projects were financed by a combination of grants from the LEAD program as well as capital raised from within the community. The diverse backgrounds of the people in the LEAD teams ensured that the programs initiated were of a varied nature, and this increased the possibility of success.

A directory of 103 locally controlled economic development enterprises profiles an array of ideas that are in-place and apparently working. Each community generates some jobs or income to add to its economy. These self-development examples are grassroots derived and are presented without analysis (Flora et al., 1993). A second report by some of the same researchers goes into depth on 8 of the 103 cases.

It is clear from the selected literature that, if the reported cases are typical, local areas are dependent on State and Federal support of some kind, and when this support is forthcoming, most communities are inspired to reach beyond their best previous efforts.

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